ERIC Document Resume | **See Instruction Sheet** | **DATE OF RESUME** | DATE RECEIVED

A. PUBLICATION DATA

ED001614

2. ORIGINATOR CONTROL NO(S). N.A.

3. IDENTIFICATION NO. N.A.

4. AUTHOR(S): Prepared by Jewish Employment and Vocational Service

5. TITLE OF DOCUMENT ABSTRACTED: ANNUAL REPORT: Two Projects for Dropout Youth

6. PUBLICATION TITLE: N.A.

7. EDITOR(S): Snyderman, Dr. George S.

8. PLACE OF ORIGIN
ORG. Philadelphia Council for Community Advancement, Jewish Employment and Vocational Service, Penna State Employment Agency, Philadelphia, Pennsylvania
CITY, STATE
TELE.
EXT.
INST/LOC CODE

9. PUBLISHER OR SOURCE Jewish Employment and Vocational Service, 1213 Walnut St., Philadelphia 7, Pennsylvania

10. VOL.	11. PAGES	12. MO./YR.	13. TOTAL PP.
NA.	N.A.	7/64	88

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TYPE OF REPORT:
PROPOSAL ☐
IN PROGRESS ☐
FINAL ☒
FOLLOWUP ☐

OTHER ERIC REFERENCES:

ERIC SATELLITE CODE

B. INDEXING DATA

14. SUBJECT AREA

15. TYPE OF ENDEAVOR report

16. INDEXING TERMS (6-12)

dropouts	vocational counseling		job training	
unemployables	student workshops	guidance counseling		
culturally disadvantaged	juvenile delinquents			
		dropout programs		

17. ABSTRACT (MAX. 250 WORDS)

J.E.V.S., the Jewish Employment and Vocational Service, a non-sectarian, non-profit organization, conducted two projects with the Pennsylvania State Employment Service and the Philadelphia Council for Community Advancement.

The first project dealt with 79 teenagers considered to be hostile, aggressive, defiant and unmotivated. Each student was counseled and evaluated to determine whether he was emotionally and physically able to orient himself to a systematic program of development. The project was designed to uncover and reveal particular student competencies, limitations of literacy and the level of the youth's ability and desire to rehabilitate himself. Evaluations were continued in a workshop setting designed to introduce him to sample job operations. The program was seriously affected when the Board of Education declined to participate and to provide remedial reading and arithmetic or vocational training.

The program was conducted a second time and involved 253 students. As the result of the two projects, 19 students were placed in training and 66 in jobs; 83 who were considered untrainable and unemployable dropped from the program.

ERIC No. **18. SOURCE OF ABSTRACT**

C. FUNDING DATA

19. SUPPORTING ORGANIZATION

20. DIVISION OR DEPT.

21. CONTRACT NO.

PROJECT NO.

22. TOTAL COST OF PROJECT

23. DURATION OR PROJECT

U.S. Department of Health, Education, and Welfare
Office of Education

2

ERIC Form 1

Leonard M. Miller
Received 8/31/64
Mulligan

ED001614

ANNUAL REPORT

TWO PROJECTS
FOR DROPOUT YOUTH

Under Contract with the
Office of Manpower Automation and Training
U. S. Department of Labor

Philadelphia Council for Community Advancement
Jewish Employment & Vocational Service
Pennsylvania State Employment Service

July 1, 1964

Dr George S. Snyderman,
Ed.

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U. S. DEPARTMENT OF HEALTH, EDUCATION AND WELFARE
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Annual Report

TWO PROJECTS FOR DROPOUT YOUTH

Philadelphia Council for Community Advancement
Jewish Employment & Vocational Service
Pennsylvania State Employment Service

June 28, 1963 to June 30, 1964

Prepared by
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July 1, 1964

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INTRODUCTION

The growth of our American cities has been neither painless nor uneventful. The population explosion which accompanied the technological revolution shifted the locus of our people from rural to urban areas and instituted marked changes in our values and behavior patterns. All Americans were affected but youth appears to have suffered most. In the face of unprecedented economic growth great numbers of our youth are out of work. Despite a greater need to develop our people to their highest potential, large numbers of youth drop out of school every year without attaining the high school diploma which has become a necessary specification for many job opportunities. Parenthetically, more and more education and/or training for more and more jobs will be required in future years. The youth who has not been prepared and motivated to find and hold a job is and will continue to be without social status or approval.

Many of our youth are without aspiration, hope or feelings of usefulness. Others are hostile, violent, and without any understanding or belief that work is a universal way to secure status and achieve success in our culture. Not only does the individual earn his living by working but the type of occupation he follows defines his role and status. And, as a person secures recognition from work, he is likely to build into his personality sufficient self esteem to prevent him from turning to delinquent acts for satisfaction. (Patterson, 1959, Seiler, 1957, Shoben 1956, Baron, 1954; Rennie and Woodward, 1948, Sherif and Cantril, 1947).

Behavioral scientists have elaborated on the troubles of American youth. We may summarize and categorize their findings as follows:

1. Failure of society and its institutions to help the youth. Schools do not reach out and communicate with either the youth or his parent; churches, recreational, health and similiar agencies do not clearly evidence concern or provide needed services. American society with its emphasis on material success and its contradictory values presents a wall of unreality which many culturally deprived youth cannot penetrate.

2. The slum environment breeds broken families, dependency, delinquency, illegitimacy. Parents lack interest, authority and ability to discipline the youth. These parents have less education than those of the middle class; they were themselves unsuccessful in school and usually in their jobs. They have low occupational status and meager occupational rewards. Therefore, they do not encourage their children to succeed in school or at work. They live for today and neither understand nor accept vocational or educational plans which delay even uncertain satisfactions. The youth's attitudes and behavior are affected

by this planlessness at an early date. They are not likely to respond to counseling, which by its very nature, must stress a weighing of alternative actions and planning a future goal. They seek concrete actions and results now. Efforts of school counselors to reach the youth invariably fail because the counselors are separated by the middle class values which are unreal and unattainable for these youth.

3. The youth measure relatively low on intelligence and aptitude tests; they are poor readers, spellers and lack ability to perform arithmetic functions; they are frequently truant and have a greater number of course failures than the average youth; they do not participate in extra curricular activities, have few friends and social contacts. The developmental history of these youth shows a high rate of instability and/or dependency; they have deep anxieties and low frustration tolerance; they resent "middle class" authority figures and are apt to "act out" their frustrations violently. For all these reasons, the youth are ignored or neglected except when they violate our middle class social norms.

It is recognized that most of the above observations do not point to solutions. Too often, the mass communications media have used the findings of behavioral research to underscore the asocial exploits of the youth. Every day, newspaper headlines depict, in bold face, youths' failures, delinquencies, etc. A recent popular study, "The Shook-Up Generation" indicated that juvenile gangs in New York City were not only out of hand, but had virtually taken over. Even the criminal syndicates gave them a wide birth!

There have been, of course, many efforts made to help the deprived youngster. Since World War II, counseling and other services have been expanded and have helped rehabilitate some disadvantaged youth, but many have failed to respond, and even greater numbers have not been reached or have openly rejected help. Acknowledging that good counseling will help some but not all, even this minimal service is unavailable to many of the disadvantaged. It appears that specialized and intensive programs which deal with the individual youth and his emotional problems before he attempts to develop a skill and hold a job in competitive industry will contribute to his adjustment. Additionally, techniques must be devised to reach the youth's family in the home and community.

We need at the same time, to define more accurately and less subjectively, such terms as "retardation", "delinquency", "maladjustment", etc.

It is deviant behavior and/or failure which brings youth to the attention of social welfare agencies. Here they are labeled and categorized as "predelinquents", "hard core", "disadvantaged", "hard to reach", "marginally retarded", "slow learners", etc. These labels are perhaps descriptive of some but they do not apply to all. We are not dealing with a homogeneous population whose problem might be resolved by any single technique or method.

Most of the youths who are involved in delinquencies had a poor school experience. Few delinquents completed a high school course and few learned good work habits or developed a skill. Dropping out of school, it appears, is simply one facet of the youth's failure - it may not be a direct cause of his delinquency.

Since we were endeavoring in these programs to rehabilitate the youth through counseling, work adjustment training and job training, we should examine some of the data regarding dropouts in Philadelphia.

During the school year ending June 30, 1963, 5988 youth dropped out of school or were dropped from school because they were over the compulsory age in Philadelphia. This figure does not include those who left school for employment. The 5988, therefore, represent the youth whom society apparently considers neither educable nor trainable and are sometimes labeled "hard core", "predelinquents", etc. It is a fact that in Philadelphia as in most cities, out-of-school, untrained and unmotivated youth have considerable difficulty finding and holding jobs even in "good times" because of (to paraphrase the most common employer comments) their age, immaturity, lack of skill, personality difficulties, lack of motivation, etc. What the employer means is that these youth have not learned to cope with the realities of work. The late Senator Kefauver (1956) noted that the out-of-school and out-of-work youth, especially those with court records "need intensive help outside of mainstream activities.."

We have already noted that disadvantaged youth cannot understand and deal effectively with society's contradictions and that, in particular they view middle class standards and values as alien. From their vantage point the teacher, the counselor, the social worker is a stranger, who does not understand, or worse, is a possible enemy who rejects or views with distaste those who live on the wrong side of the tracks. This fear and distrust can be dealt with. Our experience leads to the conclusion that many youth, including some of the failures in the program, can and want to be rehabilitated. Our experience also indicates that programs must be concrete, real and must aggressively seek out and reach for each youth.

A philosophy which demands that youth be motivated to "exhibit their need by asking for" a service is in our view, outmoded, fallacious, destructive of self-esteem and results in little service or rehabilitation. New policies, techniques, methods and environments are necessary.

The report which follows is an account of one year of activities in behalf of disadvantaged youth in Philadelphia. Two projects supported by the Office of Manpower Automation and Training of the U. S. Department of Labor are described. The first was a project to develop evaluation techniques which can be adapted into the counseling procedures of the Pennsylvania State Employment Service. This project offered a service to 60 youth referred to the Jewish Employment and Vocational Service by PSES. The JEVS was under direct contract for these services with OMAT.

The second project was administered by the Philadelphia Council for Community Advancement under contract with OMAT. PCCA, as prime contractor, was responsible for community coordination with the program including the active recruitment of youth. Service aspects of the program such as intake, counseling, evaluation, work adjustment, placement were the responsibilities of the PSES and JEVS. These functions are described in detail in the body of this report.

In the second project a total of 400 youth were to be served. Since the program was late in getting under way, this total was not achieved. Also the Philadelphia Board of Education, which was originally included to provide remediation did not participate. Remediation was introduced late in the year when funds were allocated by PCCA.

Both service programs were similiar in that each provided for an evaluation and adjustment service in a work setting. The major differences were: 1) remedial instruction in reading and arithmetic was added to the PCCA program, to provide broader vocational development; 2) the size of the group served-400 as compared to 60; 3) the geographic areas in which the youth reside - the larger group of youngsters live in greater North Philadelphia and is drawn from the Employment Services files of unemployed youth from three local offices i.e. Mid City, Uptown and North Philadelphia, while the smaller group has been drawn from the files of eight different local offices; 4) the age ranges vary - in the first project the youth accepted were between 16 and 19 years old; in the second project the age of the youth accepted was extended to age 22.

The more significant statistical data for each project is summarized separately within the body of the report with complete tables in the appendix. Unless otherwise noted, all statements and descriptions apply to both projects.

The report was prepared by a committee appointed by Dr. Saul S. Leshner, Executive Director of JEVS, Mr. Samuel Dash, Executive Director of PCCA, and Daniel J. Littley of the Pennsylvania State Employment Service. The committee was chaired by Dr. George S. Snyderman and included Messers. Clark Belsky, Gelfand, Spergel and Mrs. Humphrey. Materials were collected by Messers. Clark, Gelfand and Spergel. Drs. Hackman and Kress of Temple University and Mr. Arthur Schwartz of the State Office of P.S.E.S. served as consultants. The final writing of the report was the responsibility of Dr. Snyderman.

ROLE & FUNCTION OF P.C.C.A.

The Philadelphia Council for Community Advancement was formed in Dec, 1963 to plan and launch projects for community development and improvement of health, education and welfare services, as part of the Ford Foundation "Gray areas" programs to revitalize urban neighborhoods. The Council represents a joint effort by the City of Philadelphia, the Health and Welfare Council of Greater Philadelphia, the School District of Philadelphia, and leaders from business, labor and civic life. An additional grant was made by President's Committee on Juvenile Delinquency and Youth Crime.

The development of PCCA parallels the establishment of similar organizations in other cities. Philadelphia has undergone a remarkable physical renovation that has attracted nationwide attention. Extensive rebuilding in the downtown business section has been matched by far-reaching slum clearance and residential conservation programs in the city's older neighborhoods. Relocation, neighborhood improvement drives and planning surveys provided sobering evidence of educational lags, family breakdown, unemployment and social disability. Some of these conditions had existed for years, masked by segregation and public apathy. Some of the problems stemmed from immigration of unskilled workers and the displacement of unskilled workers by new technology. The intention of the founders of PCCA was to coordinate the planning and program resources of the entire community to deal with the most prominent social problems of the city.

Under this proposal PCCA also assumes responsibility for coordinating the efforts of PSES and JEVS,and reporting the results.

THE ROLE & FUNCTION OF THE PENNSYLVANIA STATE EMPLOYMENT SERVICE

No special funds were allotted to the Employment Service for the Administration of the small (60) program. Youth were referred to JEVS from all eight local offices in the City of Philadelphia. On the other hand, the PCCA target area included the geographic areas served by only 3 local offices. A team of Employment Service personnel consisting of one employment counselor and one employment interviewer, was assigned to work with the youth in each of these offices.

Under each program the Employment Service had primary responsibility for all intake regardless of source, i.e., Employment Service Files, referrals from other agencies or persons, or walk-in traffic. It was finally responsible for follow-up of youth entering training and/or jobs. Steps taken between the time the youth entered and left the program included the following: counseling at intake; aptitude testing; subsequent counseling to further explain the program and motivate the youth to enter it; referral to the Work Adjustment Center; participation in staff discussions of the youth's progress and problems; visiting youth in the Center to maintain relationships; providing additional vocational counseling to youth completing the JEVS program; arriving at a further plan of action in one of the following categories: institutional training in an MDTA Course; On-the-Job Training; placement in a job requiring no specific training; referral to another community agency for ancilliary services such as the Bureau of Vocational Rehabilitation and extensive job development.

Service is extended after placement in training or jobs. The youth is advised to return immediately if he encounters a problem which he cannot resolve. It is expected that a considerable number of youth will need more than one job placement before they can effect an adjustment. The placement program is, therefore, likely to continue beyond the close of the formal project.

Changes currently pending in the structure of the E.S. in Philadelphia will require a reorganization of this staffing pattern. Intake will be strengthened and placement will be centralized in a new industrial office: youth should be exposed to a wider selection of opportunities. The problem of motivating the youth to go to and use the new industrial office is central and important to the final success of the program. It is felt that once the youth learn that specific placement interviewers will serve them and only them, the numbers of youth refusing to go will be minimal.

ROLE & FUNCTION OF JEVS

The Jewish Employment and Vocational Service of Philadelphia is a private, non sectarian, non-profit voluntary agency supported in part by the United Fund. It was established in 1941 to provide vocational evaluation, counseling, career planning and job placement services primarily to persons with occupational limitations. After more than 16 years of experiences with traditional techniques such as interviews, psychological tests, it became evident that some individuals could not be helped to find jobs and that others could not sustain themselves in employment. Many failures were due not to handicap or to the attitudes of the employers, but to defects in initial evaluation and limited remediation of the emotional base of the handicaps. To obtain a more intensive evaluation and deal directly with emotional factors, the agency in 1957 established its Work Adjustment Center in which it was able to experiment with procedures aimed at improving employability through the cultivation of suitable work patterns and attitudes. The Philadelphia JEVS Work Adjustment Center has developed several diagnostic counseling and remedial programs which have been used to salvage a substantial number of people generally considered unemployable.

The J.E.V.S. total service program for "hard core" youth in either program consists of evaluation and work adjustment training. J.E.V.S. evaluation is geared to determine whether the youth is emotionally and physically able to engage himself in a systematic program of development. It is also designed to uncover and reveal particular competencies, limitations of literacy and the youth's ability and desire to rehabilitate himself. During the course of this evaluation the youth's interests in training and occupational areas are noted and described.

Evaluation continues while the youth is in Work Adjustment Training, but the emphasis of this phase of the program is on providing a guided experience through which he can learn to correct those habits and characteristics noted during evaluation, as likely to hinder his adjustment to training or work. The youth were placed in a true work environment and given a controlled employment experience in which conditions were varied to evaluate and elicit varied reactions.

The broad emphasis was focused on developing a "good work personality". Work samples were used along with paid production tasks to extend the range of client experience and performance. A more extensive appraisal of his vocational competencies and potentials was possible through this medium than in the limited behavior samples available from case histories and psychological tests.

The J.E.V.S. coordinates its vocational service with those of other voluntary and public agencies such as the Pennsylvania State Employment Service, Central Rehabilitation and Referral Service, Bureau of Vocational Rehabilitation, etc. Its staff members serve on committees of the Health & Welfare Council and its constituent agencies.

PURPOSE OF PROJECTS

In 1963 a number of MDTA projects were launched in Philadelphia. Aimed almost entirely at retraining unemployed heads of families and individuals who could readily qualify for skilled occupations, youth who lacked adequate educational and vocational histories were mainly excluded. Recognizing this, the PCCA devised a program in which PSES, JEVS and the Board of

Education agreed to cooperate and coordinate special efforts on a selected group of out of school unemployed youth who lacked verbal ability and educational background needed to enter available training. This program was accepted by the Office of Manpower Utilization and Training of the U. S. Department of Labor.

The special problems and needs of "hard core" youth, the inadequacies of routine selection, evaluation, training and placement procedures indicated a need for new and experimental methods to assess and improve trainability and employability. The program had as its purposes:

1. To develop and implement more effective evaluation techniques based upon job sample evaluation in a workshop situation to determine needs, interests, and aptitudes;
2. based upon this evaluation to develop individual programs to provide training at the appropriate level, including remediation and related training where necessary;
3. to show that with personal redevelopment, work adjustment training and increased motivation such youth can be placed in the existing job market of Philadelphia;
4. to determine the necessary professional skills and staff needed to carry out these purposes.

The smaller project was submitted by the Vocational Research Institute of the JEVS to OMAT. It has, as already indicated, a research component designed to devise new evaluation techniques which could eventually be adopted by the PSES. Sixty youth would be evaluated and given work adjustment services. Specifically, the JEVS agreed to assess the youth's amenability to training; specify the level and type of training to be offered; define the problem areas which inhibit trainability; provide a work experience to cultivate readiness and prepare the youth for training and employment; establish evaluation procedures as a corollary to psychological testing which may serve as a model for other organizations.

THE LOCALE

Most of the youth served in this program lived in the North Philadelphia Demonstration Area of the Philadelphia Council for Community Advancement. The area has a 73% Negro population of the lowest economic status and contains the highest index of social problems in the city. The unemployment of youth projected a serious threat to the future of the North Philadelphia population. High rates of unemployment, inferior housing, poverty, dependency, crime, delinquency, illegitimacy, school drop outs, etc., reflect wasted potential. The unemployed youth of North Philadelphia generally have not been trained to assume the responsibilities of good workers and citizens. A preliminary study by PCCA pointed to the fact that the school drop out needs considerable and immediate attention. This conclusion applies equally to most drop outs in Philadelphia.

The North Philadelphia demonstration area is a crisis area of human needs. Within its 41 census tracts the manpower waste and dislocation of the urban labor market can be seen in its most acute forms. The civilian labor force in the area is 130,842 with 43% of it unskilled or semiskilled. In 1960, 14,513 of those in the labor force were unemployed. This is more than 11.7%, and is a conservative estimate, since another 11.2% of the residents did not report their occupations in the Census, many of them because they had no specific or regular occupation. Among the 90,964 non-white workers in the area, the unemployment rate was 13.6%.

In 1960 there was a high school enrollment in the Demonstration Area of 16,477. The high school drop out rate varies from 50% to 65%. There are at all times at least 6,000 jobless youngsters of high school age in the area. The number of youths 16 through 21 in the area is approximately 26,000. Considering the unskilled labor backgrounds of many families, the low level of school years completed, the effects of racial discrimination in hiring, and health and delinquency problems in the area, it is not unlikely that almost one-half of these youth are unemployed.

THE J.E.V.S. WORKSHOPS

In order to accomodate the increased population, JEVS rented additional space and now maintains two workshops. The first is located at 533 North 11th Street and is housed in a factory loft building. It is near the Southern boundary of the P.C.C.A. area and may be described as a decaying interstitial neighborhood. At the moment large segments of it are being redeveloped - there are already several public and private housing developments, with more to come. This shop consists of some 15,000 square feet of well lighted, airy space. There are passenger and freight elevators. Youth were referred to one or the other shop on the basis of their residence and accessibility to public transportation.

The newer shop is located at 18th & Glenwood Avenue. It is in virtually the center of the PCCA geographic area. Many of the PCCA population served to date live quite close to it. The shop is in a neighborhood not quite as old as the locale of the first shop, but the same problems are present - inferior housing, high rates of poverty, dependency, crime delinquency, illegitimacy, high drop out rates, etc. The new shop consists of 10,000 square feet of space, with good lighting and ventilation. Formerly occupied by the Society for Crippled Children, it contains useful physical features which could only be duplicated at considerable additional expense.

Both shops contain work benches, fixtures, tools and time clocks. The Eleventh Street Shop contains a belt line which is used both in the evaluation and adjustment phases of the project. A similar belt is being installed in the Glenwood Avenue Shop. The work areas in both shops have been planned by an industrial engineer so that both individual and team work is possible. Ample space has been alloted for offices, storage shipping and receiving. Space for remediation and for individual and group counseling has been set aside in each shop.

PROBLEMS ENCOUNTERED

A number of problems were involved with launching both programs. Some of these could not be foreseen and were unavoidable. Neither proposal had been written with provisions for a preparation period which would have permitted a resolution of initial difficulties. The PCCA project was delayed from three to as long as five months in various phases because of the obstacles encountered. It was hard to find a suitable workshop site within cost limits set by the Federal government. Surplus property delivery was delayed, and some materials were unsatisfactory when delivered. Time was needed to recruit and train professional staff. There was insufficient staff for some project functions such as coordinating and recruiting. Work contracts for the Work Adjustment Center were hard to obtain, particularly in an area where business competition was high. The Pennsylvania State Employment Service was delayed in its screening and intake for the project for several months because funds for the needed staff were not received from Federal sources. Plans to develop special teaching methods to build job communication skills were balked because the State Department of Public Instruction could not or would not apply for funds from the Department of Health Education and Welfare for this purpose. Recruiting was slow at first because field contacts could only be developed gradually and staff for this purpose had not been allocated for the project. All of these difficulties were eventually overcome through various efforts. In October, 1963 the release of funds enabled the State Employment Service to begin recruiting, and the employment of a PCCA Coordinator for the project stimulated referrals to the program from local churches and other sources.

Large numbers of youth were interviewed and counseled by the Employment Service but refused to enter the program. Attempts to reach these youth through their parents and community agencies did not result in an appreciable number of these youth consenting to apply.

After the youth were accepted into either program additional problems also developed. Perhaps the most difficult was the lack of general community involvement. At no time has the business community been mobilized thoroughly to provide a steady flow of work contracts, training opportunities and job placements for disadvantaged youth in Philadelphia.

The following specific problems retarded the success of the program.

1) Lack of poor quality of MDTA courses for the youth. Despite the fact that the Vocational Education Department of the Board of Education had agreed to take youth when they were ready because the courses were "highly individualized' it actually rejected them. It maintained this position in the face of continuing appeals from PSES. The type and content of course and length of time required, suggests that courses were prepared and initiated for the convenience of administration rather than needs of youth. Several efforts were made to secure permission to send youth to private accredited vocational schools. These efforts met with no success because the Board of Education would not release its authority for training.

2) Failure to provide training allowances to youth mediated against youth accepting institutional training even if available.

3) A cumbersome procedure to set up new training opportunities for youth. The PSES must conduct a needs survey. These surveys consume a great deal of time. In addition, the Bureau of Apprenticeship Training must conduct interviews with and investigations of the employer who is offering an OJT opportunity. It is understood that in other areas this procedure has been streamlined. As of this writing, the local BAT officer has neither received official permission or a procedure to enable him to use the streamlined procedure. Therefore, despite OMAT's understanding with BAT in Washington, no youth have been enabled to enter on-the-job training.

4) The Wage & Hours Division of the Department of Labor has been asserting that youth in training must be paid in accordance with minimum wage standards rather than at rates for the handicapped. These youth are vocationally handicapped in fact, and would if examined by psychiatrists, physicians or psychologists be so considered. Wages paid to them at the Adjustment Center are not earnings in a pure sense - but are used as incentives to stimulate growth and rehabilitation. Virtually all of these youth would be considered as feasible and eligible for rehabilitation services by the Bureau of Vocational Rehabilitation. The Center has been

serving similar youth since its inception, who were referred by the Bureau and were accepted on a fee basis by the Center. It might also be added that handicapped youth who are paid unrealistically at a rate they really do not achieve, may never attain minimum rates or be rehabilitated.

5) The Board of Education did not participate with remediation services, thus making it difficult to evaluate the real training potential of many of the youth. (Recently we have embarked on an experimental counseling program to help youth improve their communication skills. The results of this program are encouraging and we are planning to extend it to more youth. The program is described in detail in the appendix).

6) The poor local labor market has made the situation more difficult. As already noted, the MDTA courses have been geared to the displaced unemployed and readily trainable, rather than to the marginal or unemployable youth who have failed to accommodate to institutional training. PSES has, as a result, had to place many youth into jobs which offer a limited vocational future. The prime and desirable objective is vocational development rather than immediate job placement which does not offer growth.

7) There is a need to develop and maintain closer communication with the youth's family and community. PCCA has tried with some success to do this, but the program would be strengthened by the employment of skilled persons who could visit the families in their homes and involve them.

8) There has been, as already indicated, faster action from and closer contact with headquarters in Washington. But the several delays in processing requests for repayment of costs placed an unnecessary hardship on the contractors.

9) The quality of surplus and the method of procurement resulted in considerable waste in time and effort. Much of the materials received were of ancient vintage and had to be scrapped or returned. Virtually all of it, and better quality too, could have been purchased at a relatively lower cost in terms of the total project.

THE YOUTH POPULATION

Two drop out youth populations were dealt with in separate programs. Both were supported by the Office of Manpower, Automation and Training and were designed to evaluate, motivate and prepare disadvantaged youth to enter into either formal vocational or on-the-job training. In cases where this was not possible or feasible, the youth were to be referred to job placement. Despite the fact that although the youth in the smaller project population (hereinafter designated as HCY 60) came from families slightly higher in the economic scale they, the youth, were equivalent to those selected for the larger project (hereinafter designated as PCCA-400).

The specific neighborhoods, from which both project populations were recruited, can be designated as lower working class sections with comparatively large non-white populations. These two factors appear to balance differences in population mobility. Despite occasional exceptions and attempts of neighborhood groups to rehabilitate blocks, all the streets from which the project populations were drawn are characterized by old, dilapidated row houses, which have been converted to "apartments". Unemployment is widespread, community facilities, if present, are under utilized, gang activity and other symptoms of social disorganization are intricate parts of the sub-culture.

The deprivation of the youth in both projects is evident from two factors: the length of time they were out of school before entering the program and the length of time they were unemployed before entering the program. The data indicate that 80% of the PCCA 400 group were out of school one year or more; 48% two years or more; and 20% three years or more. Although fewer of the HCY 60 youth were out of school three years or more, their disadvantaged status is merely one of degree. It is quite possible that this population was somewhat affected by the fact that age range did not extend beyond twenty years. Thus, 78% had been out of school one year or more; 34% had been out of school two years or more; and 14% had been out of school three years or more. The data for both groups indicate that most of the youth had been idle for extended periods of time. Forty percent of the PCCA-400 group never held any job and 32% had been out of work for a year or more. Forty-two percent of the HCY 60 youth never worked and 33 percent had been unemployed for one year or more. In the majority of cases the employment held was casual and short-term, at levels demanding little or no knowledge or skill, and generally devoid of vocational development possibilities.

Employment Service counselors in a general statement observed that the youth from both projects were not motivated, had a poor appearance, and either could not or would not move toward a vocational goal. Employment Service records on the youth in both projects show that there is an extremely high incidence of broken families, dependency, family strife, alcoholism, etc.

The Employment Service had considerable difficulty reaching and motivating enough youth to enter either program. In the smaller program 234 youth were interviewed; 66 (28%) of those interviewed were accepted into the program. Six hundred and nineteen were interviewed for the PCCA-400 program; 241 (39%) of these entered the program. This difference results from the fact that a budget was provided to the Employment Service for the PCCA-400 program. Counselors and interviewers were assigned to provide continuing service to the youth. Since no PSES funds were available for the HCY 60 program it was not possible to devote the same time and effort to the youth in that program.

Five basic points were made by the PSES counselors to indicate why youth were not referred to either project. These are, in order of frequency, as follows:

1) The youth failed to come in for discussion and/or testing. They were dropped after repeated efforts to reach them.
2) The youth acted peculiarly before, after, and during the interview. He "could not understand what we were trying to say or do, and evidently needed some other service".
3) Though unprepared and sometimes actually unmotivated, some youth insisted on immediate job referral.
4) Many of the girls had one or more children and could not make arrangements for their care while they were out of the home.
5) Some of the girls were pregnant.

Since the programs had different emphasis, the populations from this point on, are discussed separately.

1. HCY 60 - Sixteen (24%) of these youth were receiving financial aid (most frequently Public Assistance) and another 13 (20%) applied for Public Assistance and were awaiting a decision regarding their eligibility.

Thirty-eight (58%) were male and 28 (42%) were female. Sixty-three percent of the youth were younger than 19 years old; 16 (24%) were 17 and 26 (39%) were 18 years old; seventy (26%) were 19 and 7 (11%) were 20.*

It is noteworthy that the majority of the youth, 40 of 66 (61%), dropped out of school in the tenth or eleventh grade; 27% dropped out before completing the ninth grade; 12% dropped out from special classes. Our data and discussions with individual youth indicate that the actual grade when most of these youth dropped out was the 10th grade, but that a pattern or plan for dropping out was already set several years previously. Many of the youth had long records of truancy and misbehavior as far back as the fourth or fifth grade. Most of them had been visited by attendance officers or had been sent to correctional institutions for chronic truancy or other offenses.

Each youth was given reading and arithmetic achievement tests shortly after entering the program. This permitted the determination of potential for training and the help needed to reach the potential. The following gives some indication of the youth's handicap in these areas: 44% could read at a third grade level; another 25% could read at a fifth grade level, and the remaining 31% could not read beyond a tenth grade level. None could read at an eleventh grade level. The records indicate that a great number of these youth had received some form of remediation while in school. These were generally group programs and appear to have little or no benefit for these youth.

The results on the Arithmetic tests show that 28% of the youth achieved at the 3rd grade level; 59% achieved no higher than a fifth grade level and only 8% were able to perform computations required in grades 6 or above.

Work experience (Table 2) is one indication of a person's general adjustment and ability to conform to personal and social demands. It also reveals occupational and social status. Fifty youth (76%) had in their entire career five or less months of work; 8 (12%) had from 6 to 11 months of work; the remaining youth (12%) had worked 12 or more months.

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* See Table I Appendix. This and other Tables are arranged in the Appendix to allow ready comparison between the two populations.

Many of these youth held more than one job even in their limited work life. More significant is the fact that none of the youth had a marketable skill. The data shows that the only kinds of work these youth were able to find were low level, unskilled or service occupations. In most instances jobs were marginal, seasonal and often substandard in terms of wages and working conditions. Such occupations as bootblack, newsboy, errand boy, stock boy or girl, dishwasher, kitchen helper, laborer, etc. predominate.

A general categorization of major disability was made. (Table 2B) The categories are as follows: inadequate personality; mental retardation; emotional; multiple physical and sensory; physical. Data regarding the disability was procured from schools, social agencies (public and private) the youth or his parents and the PSES and JEVS staff study of the youth while he was in process. Forty seven (71%) of the youth were diagnosed as inadequate personalities. This is a disability defined by the American Psychiatric Association as individuals who are ". . .characterized by an inadequate response to intellectual, emotional, social and physical demands. They are neither physically nor mentally grossly deficient on examination but they do show unadaptability, poor judgment, lack of physical and/or emotional stamina and social incompatability." * A more careful study of the personalities and behavior of these youth would, in fact, indicate that this diagnosis for many of them would be changed to a more specific label. Five percent of the youth were classified as having a severe character disorder. Such youth, according to the American Psychiatric Association, ". . .reacts with excitability and ineffectiveness when confronted by minor stress. His judgment may be undependable under stress and his relationship with other people is continuously fraught with fluctuating emotional attitudes because of strong and poorly controlled hostility, guilt and anxiety".** Such individuals are sometimes diagnosed as psychopathic personalities. They constitute a type of handicapped person who is most difficult to reach and rehabilitate.

*Diagnostic Manual (1952), page 35

** Ibid, page 36

Only five persons (12%) had a physical condition which could be designated as a primary disability, i.e. orthopedic, visual, brain damage, asthma and cardiac conditions, etc. In every case the physical handicap was complicated by the youth's psychological reaction to it. From the standpoint of JEVS rehabilitation psychologists and the agency's consultants, the psychological reaction was more handicapping than the physical disability. Another 5% were diagnosed as mental retardates. This designation was assigned when the intellectual impairment was organic; the "functionally retarded" were excluded from this category. Eight youth (8%) had two or more disabilities and were therefore enumerated as "multiple disabilities".

Originally it was estimated that most of the youth could be evaluated in about four weeks. It was felt that at this point a decision could be made regarding the youths trainability and/or employability. It was found that such a decision was not possible in a short time and 50 (76%) of the youth (Table 2B) had to be retained in the program for 8 to 13 weeks before a clear evaluation could be made and they could be helped to mobilize themselves and begin to move toward training or work. Twelve per cent remained in the program from three to seven weeks and another twelve per cent stayed less than two weeks. Many of the latter two groups dropped out or were dropped from the program. Of the total 66, 24 terminated themselves or were terminated because they were unemployable. It would appear that most of the "success cases" were youth who had the fortitude to stay longer than four weeks.

Some of the reasons for leaving the program were: terminated self, needed psychiatric attention, refused or failed to attend regularly, other reasons include illness, pregnancy, removal from city, etc. Failure to attend regularly comprised one-third of those dropped or dropping out of the program. This high proportion of self termination makes it apparent that even a highly individualized carefully structured program will not immediately be useful and successful for all disadvantaged youth. More attention is needed at helping the families at the neighborhood level so that the youth receives the added support while he is in the evaluation-adjustment program.

II. PCCA-400 - Six hundred and nineteen youth were interviewed by the counselors in three Pennsylvania State Employment Service offices, i.e. Mid City, North and Uptown;

241 (39%) were deemed feasible and were referred to the JEVS Center for evaluation and adjustment services. One hundred and forty four (60%) of those admitted completed the program. The remainder were still in process at this writing and are not included in this report. They will be tabulated and discussed in future reports. As mentioned previously, since the Employment Service had a specific budget for the youth in the PCCA program, more complete and detailed data were maintained and the youth were given closer attention.

Employment Service and JEVS data show that despite the financial needs of these youth and their families, few actually dropped out from school for economic reasons. The majority of the youth told JEVS counselors that they left school because it had become a meaningless and unsatisfactory experience. Poor reading and arithmetic achievement are two reflections of their failures.

The PCCA-400 youth, in the main, resemble the youth in the smaller OMAT program. Despite the fact that these youth were drawn from a much more homogeneous and compact area they are very much alike except racially and economically. The PCCA population contained 89% non-whites as compared to the HCY 60, which only contained 66% non-whites.

Eighty-six (56%) and 68 (44%) of the 154 youth completing the program were males and females respectively. Forty-seven or 31% of the total group was being supported by a public or private agency, and another 40 or 26% were in the process of applying for assistance.

One hundred and one (66%) of the youth were 17 and 18 years old. The remaining were 19 and over. (It is noted that the PCCA 400 included youth through the age 22. Only 7% of the youth were in age ranges 21 and 22).

Most of the youth (66%) dropped out in 10th or 11th grade; 30% dropped out between grades 6 and 9. The balance dropped out while in a special school or class. The inferences drawn for the HCY 60 youth, i.e., most of the youth dropped out in the tenth grade but that a pattern for dropping out was set several years previously also apply to the PCCA-400 youth. Long records of truancy, and misbehavior dating back to the fourth and fifth grade attest to this pattern of failure.

On the other hand, these youth, though handicapped considerably, were able to read better than the youth in the smaller project. Their achievement on the reading tests were as follows: 22% at third grade or below; 27% at the 4th and 5th grade levels; 51% between 6th and 10th grades. Despite this slightly higher level distribution of reading ability, however, none in this population was able to read at an 11th grade level. A study of the youths' records points out that those who were able to read at 10th grade level were in fact promoted to the 11th grade. Here they failed and at this grade they dropped out from school.

PCCA youth achieved higher scores on the arithmetic test than the youth in the smaller sample. This was also not indicative of readiness to profit from training. It points to the fact that the PCCA youth needed considerable help before they could profit from training. The percentage distribution was as follows: 17% at third grade or below; 64% between the 4th and 5th grades; and 19% between 6th and 10th grades. It is observed that these youth performed more poorly in arithmetic than in reading.

The youth in the PCCA program had few successful work experiences. Their employment histories are aggregates of short term, unskilled, least desirable jobs. One hundred and twenty (84%) of the youth had five months or less months of employment prior to entering the program. This is a somewhat higher percentage of lack of employment opportunities, than was present in the HCY 600 population (75%). It is undoubtedly due to the greater proportion of non-whites in the PCCA-400 population and suggests that the racial factor aggravated the already acute problem of finding and holding jobs between two disadvantaged populations.

Many of the youth had multiple handicaps. (Table 23) The distribution of basic disability in order of occurrence is as follows: inadequate personality - 81%; mental retardation - 6%; emotional instability - 5%; physical - 3%; and multiple - 5%.* It is to be noted that the physical disabilities are not as handicapping as the emotional reaction to them. It is also likely that more specific diagnostic labels could be assigned to the youth denoted as being handicapped because of an "inadequate personality".

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*Percentages rounded to the nearest whole number.

Although, before entering either program, the youth were oriented by both the PSES counselor and the JEVS Intake Counselor, there was considerable misunderstanding. Many youth had, even after a tour of the workshop, and a carefully structured discussion, difficulty visualizing and understanding the program and the process. Some left the discussions thinking that they would be prepared for a trade. Others felt they were being given a job. Daily exposure to the environment, counseling, supervision and paid work brought a measure of understanding and helped some of the youth realize they could not profit from the program. In the PCCA program, for example, 14% dropped out of the program after the first three weeks and another 17% left before the end of 7 weeks. The remainder (69%) completed the program. They are discussed in section entitled "Results and Disposition".

The youth in both programs entered the Work Adjustment Center mainly with feelings of inadequacy, inferiority and futility. As a result, their concepts of themselves as workers and as functioning members of their community were poor. Their low aspirational levels, many failures and few successes, their distrust and fear of authority were at the root of their problems and made reaching and helping them difficult.

RECRUITMENT

PCCA assumed a major responsibility for the recruitment of disadvantaged youth for the large program. Since PSES recruitment efforts were an integral part of its normal operating procedures, i.e., file search, use of walk-in traffic, etc., these are described as part of intake procedures. While normal procedures were adequate to fill quotas for the small OMAT program they could not bring sufficient numbers of disadvantaged youth into the larger program. The description which follows relates only to the exceptional measures taken to secure a population for the larger program.

Activities engaged in by the PCCA staff included:

1) Individual communications with individual youth and their families. Lists of school leavers were procured from the schools in the target area. They were contacted by letter explaining the services offered in the program and asking them to visit the Employment Service to secure admission to it. Letters were also sent to the parents of the youth explaining the services offered and asking them to support PCCA's efforts. (A total of 1260 letters were sent.)

2) The assistance of churches in the area was enlisted. One neighborhood church sent friendly visitors to contact the families in their homes, thus reinforcing the messages sent in the mail and personalizing the interest of PCCA in the family's welfare.

3) Meetings with Church Congregations - Six churches arranged group programs for members of their congregations. Presbyterian, Methodist and Baptist denominations in the target area conducted a series of planned discussions of the need to encourage youth to enter the program; why youth drop out of school; methods of reducing the numbers of drop-outs; how counseling can be used to help youth find realistic vocational goals; what parents and neighbors can do to help youth succeed in school or training.

4) Efforts of individual clergy. The personal committment of some of the clergy is clearly evident in the following: The director of a Baptist neighborhood community center secured the assistance of his teenagers to seek eligible applicants for the program. These youth recruited by word of mouth and distribution of literature prepared by PCCA and by the Director of the Center. Employment meetings for youth were held weekly during the Spring at this Center. At the request of PCCA a PSES supervisor met with the group to describe services, offer occupational information and arrange for counseling, testing and the use of the OMAT services. A minister of a Methodist Church dedicated an entire Sunday Service to the question of "work training and the future", Four Parish Priests met with the PCCA coordinator several times and provided contacts with individuals and groups who could help with recruitment or could be recruited,

5) Use of church affiliated organizations - A Youth Director of a Baptist Church Center asked the PCCA Coordinator to participate in weekly programs which stressed the development of a self image, dignity of work and preparation for life through education and work. The coordinator also participated in discussions of employment needs,use of community resources to secure part-time, full time, or seasonal work.

The Director of a Youth Fellowship program of another Baptist Church utilized the PCCA coordinator to arrange for and conduct a career conference. The Mayor's Manpower Utilization Committee and the Human Relations Commission cooperated. A film, "A Morning for Jimmy", was shown. Several church affiliated organizations distributed literature describing the PCCA program.

6) Contacts with other Youth Serving Agencies. The PCCA contacted the following organizations to explain the program to the assembled staff and to enlist cooperation: (a) Youth Conservation Corps - Walton School Section; (b) The Crime Prevention Association; (c) The Berean Institute; (d) The Edison High School Counselors; (f) The Pythogoras Club of the Masonic Temple; (g) The Mayor's Manpower Utilization Committee; (h) The Department of Labor of the Commonwealth of Puerto Rico (offices in Camden and Philadelphia); (i) The North City Congress; (j) The Tioga-Nicetown Community Council of Block Clubs; (k) The North Philadelphia Improvement League (Council of Block Organizations).

In addition recruitment was also enhanced through continuing contact with individuals of the Housing Authority, Settlement Houses, PSES interviewers and counselors, and members of various Civic groups.

INTAKE

The standard operating procedure of the Employment Service requires that all school drop-outs with little or no work history, as well as all others with a vocational adjustment problem, be referred to the local office employment counselors. To assure that no one is overlooked, the work registration cards of all applicants under the age of 22, who register each day are turned over to the Project Counselor for examination. Appointments are sent to youth who seem feasible for the service.

Additionally, a file search was undertaken for the purpose of identifying and sending for all youth, age 17 through 22, whose records indicated a need for the program. Subsequently, the files were checked periodically for youth who may have been missed.

The majority of youth who were initially motivated to enter the program at JEVS by PSES were recruited by the above method. Some came to the Employment Service as a result of PCCA efforts in the community (These are discussed under recruitment).

The purpose of the PSES intake interview is twofold: first, to determine if the youth is actually in need of the program and might benefit from it; and, second, to instill in him a desire to take long term actions that would result in his becoming occupationally competent.

Since youth with varied and intense problems cannot be counseled adequately within the time-span available for applicants in normal PSES operations, Project Counselors were granted wide latitude with respect to the duration of each interview. The interview is permissive and is aimed at developing the kind of relationship which leads to lowering the youth's defenses and helping him acquire a self-questioning attitude about his future.

A decision is made by the counselor as to whether the unemployed youth would be served best by immediate referral to one of the MDTA programs presently in operation or by being directed into the special OMAT training programs. The answer to this question depends upon whether his problem is primarily one of lack of skill despite the presence of aptitudes and interests or whether the youth needs an intensive evaluation before a vocational-training decision could be reached. The Employment Service counselor reviews each youth's school and work history, searching for patterns of success or failure, attempts to understand his motivations, and to unearth evidence of social or psychological disorganization. The General Aptitude Test Battery is scheduled in order to determine what occupational aptitudes the youth possesses.

In those instances where the youth appeared to be adequately adjusted, reasonably motivated, and possessed of specific occupational potential, he would simply be offered a training course. However, where the youth's test scores were negative and/or his attitudes and values were such as to preclude the likelihood of successful employment, an effort is made to interest him in entering upon the PCCA program, or if he did not live in the PCCA target area, the other OMAT program.

Referrals to the Work Adjustment Centers were received by an intake psychologist at 533 North 11th Street. Acceptance into the program is based on the psychologist's judgement regarding the youth's readiness for evaluation and the youth's willingness and ability to travel to and from either center unaided each day.

At the Work Adjustment Center, each youth is interviewed by the psychologist who explains the program, takes the youth on a tour of the Center, and encourages him to ask questions about the process and his place in it. If the client indicates interest in entering the program, he is given a starting date (usually within 24 hours), and the location of the shop to which he has been assigned. Arrangements are made to interview one or both of his parents or guardians. The PSES counselor is notified of the youth's acceptance.

A psycho-social history is compiled by the psychologist as a result of interviews with the youth and his parents. Data furnished by the Employment Service are included in the history as is information received from schools and other agencies.

Youth who do not report after acceptance are followed up by both the JEVS and the PSES counselors. Several of these entered the program at a later date. PCCA also attempts to reach those youth who do not accept the program.

PRE-VOCATIONAL EVALUATION

While evaluation is incorporated into every phase of the project, the purpose and emphasis of evaluation changes as the youth progresses through the program. Initial evaluation encompasses four or more weeks and includes situations wherein the youth is observed and encouraged to test himself on work samples. This evaluation is concerned mainly with determining readiness for vocational help and the kinds of activities that will be of value to him.

From information at hand, the psychologist decides the level and task category in which the youth is to begin, and establishes a sequence of the tasks to be administered from selected industrial groupings. Whether the youth begins in one occupational area or another is determined by personal or aspirational considerations, or on a trial and error basis to ascertain preferential work areas.

Before the youth begins each task, the evaluation assistant explains its nature and significance and gives detailed instructions on how to proceed. He observes the youth as he works on each task, lends encouragement, expresses those attitudes and demands agreed upon with the psychologist and records times used to complete the task and behavior. If the youth seems able to function on higher levels than those assigned initially, this is discussed with the psychologist. The newly identified strengths, if persisting, are incorporated as a series of new assignments, and the client is transferred to a higher level of tasks. Similarly, adjustments are made if the level of tasks was too high. The youth earns no money in this phase of evaluation.

Grading of work samples extends over five levels, each of which represents a different degree of psychological activity involving intellectual and motor performance. Each of the graduations are presumed to evoke behaviors which demand higher and more pervasive psychological organization and greater utilization of the psychological self. They may be viewed as degrees of stress, evoking either more complex and coordinated response mechanisms or a breakdown of ego functioning at a particular point.

The increased complexity of work tasks ranges from those which require simple specific directions to tasks which involve more complex directions, abstract reasoning and problem-solving. Likewise tasks progress from those which can be performed almost reflexively to those which require multi-coordinated sensory motor activities. Work sample tasks are distributed within broad occupational categories such as small parts assembly, packaging, sewing, building, maintenance, clerical, electronic and auto parts repairing, etc. Each level in a category may be comprised of several tasks which are equated. Generally these occupational categories can be graded in five levels but some cannot be so classified. Further, the grades assigned to one of the industrial categories are not necessarily equivalent to the same grades in other categories because the character of occupations varies; therefore, a total job sequence, from lowest to maximum complexity, may not be equivalent to another job series.

Some youth progress through work samples very rapidly and then tend to become bored if left on a fixed schedule. Others perform well on work samples but experience difficulty adjusting to real work. To improve the accuracy of the final evaluation and enable the professional staff to examine and verify the results achieved on work samples, the youth is placed on simple production tasks. He is required to be careful in task performance, to observe rules, be punctual, accept criticism and increased pressures, participate and communicate with other workers, and generally to meet progressively higher performance standards.

He is paid minimal wages and given automatic increments. These serve as incentives for forming appropriate behavior patterns and together with observing the client's reactions to pressures and more stringent regulations they enable the psychologist to evaluate the youth's ability to improve in such areas as personal and social attitudes, neatness, precision of work tasks, persistence, learning and adaptability, etc.

Each youth evaluated, then, generally spends approximately two weeks on work samples and two weeks on real production work. The actual time necessary to secure information which predicts ability to learn to work well and use vocational help varies from youth to youth. Some spend a few days on work samples and are evaluated on production tasks. Others spend four weeks on work samples and even this time may be extended if needed for a definite evaluation.

When the results of both types of evaluation are taken as a unit, the psychologist has a rounded picture of the youth and knows if he can proceed with the work adjustment program or whether he is immediately ready for skill training or placement. Evaluation provides a reliable estimate of general and specific competencies and a prediction of particular kind and level of vocational adjustability.

The kinds of skill areas in which evaluations are made are initially at a low level but consistent with the limited cultural and educational backgrounds of the youth. As special abilities are revealed further vocational development can be accomplished through occupational and trade training designated by the JEVS and the PSES counselors.

PERSONAL AND WORK ADJUSTMENT TRAINING

Evaluation is also inherent in and continues for the youth in Personal and Work Adjustment Training. This is aimed at helping the client and reinforcing his development as he mobilizes energies, builds tolerance for stresses in work situations, and uses his competencies for the selective activities that constitute work. Emphasis is placed on the development of productivity and those factors which make for a good worker role, ie. persistence, ability to absorb pressures, neatness, concentration, acceptance of regulations, interpersonal relations, etc.

The process initially offers a benign and permissive climate which gradually progresses to the disciplined, structured environment commonly found in competitive industry. The beginning objective is promotion of personal adjustment to the general work setting and helping the individual youth accommodate to the personal and social factors which, aside from production, are traits required of good workers. A generalized kind of personality integration is promoted. The variables most emphasized at this point are related to the client's ability to observe rules and regulations, personal grooming, communication and behavior acceptable to others, and respect for authority.

Occupational orientation is gradually sharpened and made more concrete as the client's personal adjustment improves. His functioning is more selectively production-oriented in terms of how he performs assigned tasks, as contrasted with how well he relates to the general situation emphasized in the diagnostic phases of the program. The variables treated in adjustment training are work tempo, task persistence, coordination and dexterity, self and peer competition in output, quality and quantity in task performance.

This phase of the project is administered by a supervising psychologist, and controlled by counseling psychologists (rehabilitation counselors), and industrial work foremen and is entermittently supplemented by vocational counselors. It is a flexible process for those youth who are considerably potentially trainable or employable after pre-vocational evaluation. To help the youth develop a self image of a good worker, organize his efforts and energies, and acquire suitable work patterns and attitudes, the process is carried on in a progressively less permissive atmosphere. Gradually, more insistent and structured standards of quality and quantity are imposed. Industrial foremen, at the instruction of a floor psychologist, introduce the kinds of pressures that may be expected in competitive work. The foremen used prescribed techniques and devices to help the client learn to function more adequately. Individual and group counseling are utilized when the client needs help to work through problems which inhibit his progressive adjustment.

COUNSELING IN THE STATE EMPLOYMENT SERVICE

Generally, employment counseling in the state agency is a matter of securing information from the applicant, providing him with information about the job market and assisting him to develop those insights which will enable him to see a meaningful and hopeful relationship between himself as a worker and the actualities of the labor market. The youth is helped to develop realistic goals for himself and is encouraged to plan a method for attaining these goals.

The"multi-factor approach" is used in the course of helping the applicant to learn about his capabilities as a worker. This involves a review of the following factors: (1) work history (what it is and the youth's reactions to the various tasks he has performed); (2) education and training (kind, extent, degree of success or failure, and the applicant's reactions to his various courses); (3) leisure-time activities; (4) physical condition; (5) socio-economic influences; (6) interests; (7) personal traits; and (8) aptitudes.

The youth being considered for this program was seen by his counselor at least two times before he was referred to the JEVS, sometimes more often, before he accepted a referral. In addition, youth admitted to the Work Adjustment Center were counseled at the Center to support JEVS efforts and impress on them that the PSES counselor wanted him to succeed during the interim developmental phase so that a higher horizon would be possible upon completion.

About a week prior to his discharge, a summary of JEVS findings was mailed to the youth's Employment Service Counselor. The youth reported to the Counselor on an appointment basis to discuss his reactions to his experience and to formulate specific plans for training and/or work.

The PSES counselors were guided by the recommendation of JEVS personnel, without abrogating their responsibilities for independent judgement. In instances where JEVS recommendations diverged significantly from the PSES counselor's ideas, as to the proper course of action, the case was discussed over the telephone until a mutually acceptable decision or plan was involved.

In those instances where the youth were deemed unemployable because of severe and marked personality or emotional disorders, the PSES counselor attempted to motivate the youth to accept a referral to a helping agency. In those cases where the JEVS conclusion was that a youth is currently not employable due to personality disorders or psychopathic behavior, the PSES counselor then attempted to motivate the youth to accept a referral to the Bureau of Vocational Rehabilitation, the Central Rehabilitation Referral Service, or an out patient clinic.

In those instances when the plan involved institutional training, the PSES counselor attempted to get the youth into this next phase of his development by arranging for his referral to a vocational training course under state (Pennsylvania Training of the Unemployed) or federal (Manpower Development and Training Act) auspices. The actual referral was made by a specialized interviewer located in the office of the state agency. (As has been indicated, few referrals were possible because of the general unsuitability of training resources for this population).

Since many of these youth were not feasible or refused to accept training, JEVS recommended employment, usually a routine, relatively unskilled level. When the PSES counselor and the youth agreed on this goal, the counselor discussed the case thoroughly with another member of the team -- the Project Interviewer - who had prime responsibility for finding a job for him and following up on his progress. In addition to the discussion, the Counselor gave the Interviewer a written statement of the types of work which should be sought. The form on which this statement appears also contains a reference to the youth's strengths as a worker, as provided PSES in the JEVS report.

Counseling regarding problems of finding and holding a job was available to youth needing help even after they entered the placement process.

COUNSELING AT JEVS

Individual and group counseling was provided the youth throughout the process to help them mobilize their energies, learn to cope with interpersonal relations, and help him make vocational choices. Counseling dealt with personal difficulties which impeded the youth's efforts to become a "good worker". It was always related to the work situation. When, for example, if a foreman failed to foster the youth's adaptation to work, the youth was invited to discuss his problem privately with the psychologist. The problem was discussed in concrete, down-to-earth vocational terms. If this kind of discussion failed to help the youth resolve his problem, the psychologist referred the youth to the supervising psychologist who supplied a more personal, subjective discussion where the youth could develop insights. Youth who could not accept and use individual counseling were invited to attend group sessions at least once a week.

Group sessions were problem centered, and structured to accomodate five to eight youth whose problems were similar. These sessions helped youth develop insights by verbal interchange of similar problems and thinking through possible solutions. Peer influences supported and reinforced what gains emerged through individual counseling. The sessions also enabled the psychologist to identify particular attitudes to be expressed by foremen so they might restructure the work to get more favorable reactions from each youth.

Vocational Counseling was provided near the close of the youth's program. It was oriented toward helping the youth capitalize on the gains and growth resulting from working. Both individual and group sessions were devoted to helping the youth face and grapple with problems of choosing, entering upon and succeeding in a training situation on a job. The final phase was directed at heightening the youth's motivational level so that he could move toward a vocational goal and a specific training course.

The following extracts from the counseling process illustrate some of the problems which underly client difficulties and the approach JEVS takes.

1) Anne and her abusive father -

Anne's work was suffering. She told her rehabilitation psychologist that her father has been unemployed for several years. He is depressed and drinks heavily. He "beats" Anne and other members of the family every night. The psychologist met with both of Anne's parents. He was able to refer them to a case work agency for family counseling. In addition, the State Employment Service placed him in a job. Anne's father no longer drinks as much. The home has become a happier place for Anne and her performance at the Center improves greatly.

2) Mary and her fear of Tuberculosis -

Mary's work performance had declined markedly. She told the psychologist that she had a hacking cough and was losing weight. She feared that she had contracted tuberculosis from her grandmother who "died of it recently". She was afraid to see a doctor because "he would only tell me I had it". After a lengthy discussion, Mary's anxiety was alleviated and she agreed to go to a community health center. Here she learned she had pleurisy and was malnourished. After a week of medical care, rest and a more balanced diet, Mary returned to the Center. She almost immediately began to produce at a competitive rate.

3) Freddie - A case of chronic misbehavior -

Freddie entered the program after serving eighteen months in an institution for continual truancy, and ten additional months for attacking a policeman and drunk and disorderly conduct. Initially, he was "a plodding trial-and-error learner" who tended to withdraw from a challenging work situation. After constructive criticism and intensive counseling he improved his use of insight to solve problems and was able to develop better dexterity and healthy attitudes towards himself, other persons and work.

Not all youth can be helped by counseling or other measures applied at the JEVS Center. Gerry ......'s instant talking interferred with his own work and others. He was counseled numerous times by the foreman and the psychologists. After repeated counseling he was warned that failure to adapt his behavior to the demands of the work environment might lead to early termination. Finally, he and a co-worker stopped working fifteen minutes early and refused to resume work. He was terminated from the program and referred back to his PSES counselor.

The following is an excerpt of a group counseling session:

Clocks are for Squares:

As the group of five boys and three girls assembled in Mr. S.'s office, he greeted each one informally by his first name. The topic of discussion was punctuality. After several minutes of casual conversation, Mr. S. asked, "Why is it important to come to work on time". The impact of the question on the trainees is quite varied. Some look bored, a few laugh and others seem moderately anxious. Tom, the most dominant and verbal member of the group speaks first.

TOM: "Time ain't important if you get all your work done. I mean if you're fast man, that's all you need."

Tom gets considerable support from several quarters, but Ellen finally cuts in.

ELLEN: "Yeah Tom, that may be O.K. for you but how about if you're a turtle like me?"

TOM: "Ellen, with your body and looks who needs speed, baby."

Ellen receives several "cat-calls" from some of the other male members.

Mr. S. reminds the group that the topic is punctuality and not Ellen. Finally, Ellen cuts in - "O.K., wise guys, you're nursing the point. You see, being a fast producer has nothing to do with being on time. A surgeon could be the best in the world - you know "good hands, smarts on top" and everything else, but if he's late for the operation the patient may die. He cuts fast and doesn't make any mistakes but he was late and its now a job for the undertaker, Dig, men!"

The discussion continues for a while, some trainees agreeing with Tom; others with Ellen. At this point, Chick cuts in: "Well guys and gals, I've been quiet up till now, sucking in everything you birds have to say. I'm as "hip" as the next guy and I used to think clocks were for squares, but you want to know something, what Ellen says about that doctor makes sense."

MARY: "I agree, Chick, it's something I think they call responsibility or is it dependability. Well, anyhow, one of those things. My "old man" had a good job as a punch press operator bringing home $81.75 after taxes, but he lost it because he was always late for work. Now him, Mom, my brothers, three sisters and me are on relief."

The discussion continues until the hour comes to an end. Although the group has not reached a decision, three or four are gaining new insights and are moving in positive directions. Mr. S. finally says "Time is up for today. How about that, even here in this room, I just used the word time. Well, we will discuss this further next week, same time, same place." The group returns to work. Mr. S. makes some notes, determines who needs additional individual vocational counseling and begins to plan for next week's discussion.

COMMUNICATION SKILL COUNSELING

Industrial America is more and more demanding that its workers possess reading and arithmetic skills. Many school dropouts are unable to read or handle the arithmetic functions which are necessary to succeed in a training situation and achieve a higher occupational status. The disadvantaged youth served in either program were, according to their school records and their own admission, particularly handicapped in this respect.

Both programs were seriously handicapped when the Board of Education, as originally planned, did not participate in the project to provide remediation to the youth needing it. In order to delineate the problem, the psychologists at the Center studied fifty randomly selected cases. Their survey showed that 25% of the youth could not tell time, that the average reading level was 3.1 grades, and that the arithmetic level was about 1 grade lower. Some youth were totally deficient in all areas.

The matter was discussed with the staff of PCCA and PSES and it was agreed that it was necessary to remedy these lacks if these youth were to be made trainable. Accordingly, the staff of the Office of Manpower, Automation and Training provided direction and funds to continue study of the problem and to develop a pilot program of new methods and materials which might be useful in other non-academic situations. Subsequently, the Temple University Reading Department was consulted and agreed to organize and supervise a communication skill counseling program. New content material and procedures were devised. These are currently being tested out and appear to offer considerable promise.

A communication counseling specialist was added to the staff on July 1, 1964. The tempo of the program is being stepped up, but to date few youth have received the remediation and counselling they need. Conclusions drawn from the data and observations are therefore tentative. It would appear, that the experimental and individualized program being formulated to reach and help many more disadvantaged youth than is possible in the traditional school setting. Perhaps, more significantly, negative attitudes towards learning can be changed thus making the enhancement of communication skills less difficult. The remediation approach and preliminary results are presented in a detailed report in the Appendix.

One of the factors that should be recognized is that youth from lower income groups possess a vocabulary that is different from that of prevailing culture. Consequently, the evaluation of their reading competence through standard testing may show unclear results because of their inability to respond to the material. Similarly, academic type content is less meaningful to this population than material specifically geared to their immediate life experiences including the work related experience in the Adjustment Center itself.

Marked improvement was shown by some of the youth tested on standard instruments; others showed losses. Tests developed specifically for the population showed a greater rate of improvement. While conclusions are tentative, it is felt that both evaluation testing and reading content material should be devised particularly for this group.

PLACEMENT

Placement in jobs or training was the responsibility of PSES. As noted in the counseling section, after the youth was ready for placement in a job he was referred to the Project Interviewer in the local office who talked to him with two purposes in mind: first, to secure his own first-hand impression of the applicant whom he was now going to try to sell to an employer; and, second, to assure the youth that the State Employment Service would make a determined effort to place him. Actual job development was then to be started in the youth's presence. If a job possibility was elicited during first session, the youth was referred, with appropriate suggestions as to the course of conduct most likely to result in his being hired. Most of the time, this first attempt at finding a job was not successful. The youth was assured that efforts would continue until he was placed and that he would be called on in the near future.

When the youth was referred to an employer he was told to "try hard" and "do his best" - that the interviewer would be talking with the employer and would help him succeed. He was also told to report back to the counselor immediately if he lost his job. At that time additional actions would be taken to help him secure another job.

FOLLOW THROUGH AND FOLLOW UP

Follow through is the technique used to assure that the youth is securing the necessary individualized services so that he can achieve maximum rehabilitation. It is not only an evaluation process but it is also an ordering of additional needed services. It is an internal part of the service as it is performed.

Follow up, on the other hand, is an after-the-fact technique of the process. It is used after the youth has completed his evaluation and counseling processes and is either in training or a job. Its purpose is to determine whether he has made a satisfactory adjustment, whether the services given him during the course of program were adequate, and whether he is continuing to develop vocationally and is maintaining his goals. It is, therefore, a technique which gives the counselors another opportunity to take additional corrective steps in behalf of the client who is not making a maximum adjustment. It is also helpful in evaluating the overall program and making changes in techniques and goals.

In both CMAT programs follow-up and follow through were used to secure information about:

(1) The reactions of the youth to the PSES.

(2) The reactions of the youth to the Work Shop.

(3) The reactions of the youth to training or a job.

Since both processes are used before or after completion of the program, it is well to define what is meant by adjustment. In both OMAT programs, adjustment was defined to mean the youth's ability to meet physical, emotional and mental demands of a training course or job which were consistent with his capacities, personality and development and his continuing motivation for training and/or work. This means that studying the youth's reactions to work or training situation, the supervisors or teachers, and the peers would yield valuable data which could be used to rehabilitate the youth.

All three agencies followed through and followed up. These are each described separately, thus indicating differences in aim, process, and agency function:

1) PCCA. The coordinator visited 25 of the youth and/or families in their home. This activity served: (a) to keep some trainees in the program; (b) to bridge the gap between the project and the home; (c) to impress the youth with the reality of our concern for his vocational development; (d) and to get drop-outs to return to the program by promoting understanding and acceptance by responsible family members.

Although the PCCA coordinator's follow-up program was experimental and limited, it was valuable. In addition to the number of youth who were, in fact, prevented from dropping out, several significant positive community actions apparently resulted. These were:

Two Community Block Councils volunteered to make home visits for eligible youth who refused to enter the program and for those trainees who failed to complete the program; a Neighborhood Church Center increased its paid staff by one half-time position to allow for home visitation to known school leavers. The names of the drop-outs were supplied by the PCCA Coordinator to these cooperating agencies.

It is noted, from the studies of a PCCA staff member, [illegible] interviewed youth who did not complete the program that the [illegible] youth need other kinds of "more appropriate programs at th[illegible] time." The community will need to create other helping [illegible] for youth who cannot be helped by the OMAT programs.

2) PSES. A youth who applied at PSES might be guided into several different courses of action. He might be ready to enter an MDTA course; he might be ready to accept a specific job referral; or he might better be served by one of the OMAT programs.

The PSES counselors attempted to estimate success or failure with respect to each course of action for each youth, and then indicate appropriate actions. Specifically:

a. When a youth was referred to JEVS the counselor determined if he actually entered the program. If he failed to do so, he was called into the local office for further counseling.

b. When a youth dropped out of JEVS, after having spent some time there, the counselor called him in to discuss his reasons for doing so, and where warranted, attempted to convince him to return.

c. When a youth was referred to a vocational training course, the counselor checked with the local office training-referral interviewer. If he had not started training or dropped out after he started, the youth is called in by the counselor.

d. When a youth was referred to an employer but was not hired, the interviewer called the employer to determine the reason and sent for the youth if he had not already called at the office.

e. When the youth was placed in a job, the interviewer called the employer after one week to determine how well he was doing. If a problem was developing, the interviewer arranged for the youth to discuss it with the counselor.

3) JEVS. Follow through was incorporated into the [illegible] If the foreman failed, he referred the youth to the [illegible] counselor who tried to help him understand and accept the problem so that he could deal more effectively with it.

The professional staff tried to reach absentees by phone or mail. If after repeated attempts they failed, they advised the PCCA coordinator and the PSES counselor who would take independent action to get the client to return.

The experience of JEVS with these youth demonstrates that follow up information is extremely difficult to obtain. Simple form letters were devised and sent to youth who had successfully completed the program and had been referred back to PSES with recommendations for training and/or jobs.

The youth was asked five questions.

1) Are you working?

2) Are you in training?

3) Are you back in school?

4) Are you still looking for a job?

5) Are you still waiting to be placed in training or a job?

If the youth was employed he was asked to indicate the name of his employer, the job, his salary and the number of hours he was working per week. If he was in training, he was asked for the name of the occupation he was being prepared for and whether or not he enjoyed the training. In addition, the youth was asked to state his opinion of the program.

The data set forth below reflect the degree of response in the follow-up process, and are not final program results.

Initially, twenty-five questionnaires were sent to a randomly selected group of [illegible]

[illegible] and one boy failed to answer the question).

It was decided to discontinue the mail procedure and secure follow-up information by personal contact. Two professionals were released from other duties. The cost of this effort was high because of the number of "call backs" which had to be made, and it is likely that this cost cannot be decreased significantly.

Since the first week in May time spent in the field has averaged 21 hours per week, (189 hours were spent contacting 40 youth). Of these 40 reached, 13 were employed, 4 were awaiting MDTA training which was to begin during the middle of July. The remaining 23 were being seen, counseled and referred to job openings by the PSES counselors and interviewers.

The JEVS staff members chosen for the assignment viewed the assignment with considerable apprehension. Both men were fearful because of the "rough" neighborhoods. However, when they entered the areas, there was no indication of hostility or aggression on the part of the neighbors or the visited families. There was a manifest desire to cooperate. In many situations it was not possible to speak with the youth who was, according to the families, "out job hunting."

Several youth who had been placed in training but who had terminated themselves, indicated their displeasure with the training courses, or their inability to attend without any pay. Others had been diagnosed by the Work Shop as competitively employable, but had not yet been placed. They and their parents expressed dissatisfaction because the youth "was still unemployed." More positively, it may be stated that there were individuals in various stages of training and in jobs who were doing well and who appeared to be making a good adjustment. Some youth had found part-time jobs and were looking for steady employment in their spare time. It was felt, generally, that almost any progress made by the youth living in such socially, economically, and educationally deprived areas was a positive gain.

COMMUNITY ACTIVITIES

In addition to the community activities engaged in during the process of recruitment continuing relationships were established and maintained with the Division or Pupil Personnel and Counseling of the Board of Education, various employer associations, work shops, probation officers, the Mayor's Manpower Utilization, the Urban League, universities and various social agencies.

Contacts were made for the following purposes:

1) To explain the program and the needs of the youth.
2) To enlist support.
3) To secure information about school leavers in general.
4) To develop entry opportunities.
5) To promote on-the-job training opportunities.
6) To secure information about individual youth.
7) To secure assistance and cooperation in behalf of individual youth.

As indicated above, continuing contacts were maintained with the universities. As a result, many graduate students visited the Work Adjustment Center to see the process; visits were arranged by the Coordinator. A graduate student of the Fels Institute of the University of Pennsylvania, majoring in City Government was assigned to the project for six weeks by the Mayor's Manpower Utilization Committee. Another graduate student arranged for the PCCA Project Staff to participate in a seminar discussion on "The Drop-Outs."

Meetings were planned and held with the Conwell School of Theology and The Greater Philadelphia Council of Churches, Research and Planning Director, to explore ways of establishing church initiative and involvement in the Community.

PSYCHOLOGICAL TESTING

The use of work samples as a measurement device for determining Occupational Aptitude Patterns constituted the major approach to psychological testing at the Work Adjustment Center. (A brief description of this technique is in the section dealing with the pre-vocational evaluation.)

In addition, each trainee on entering the program was administered the arithmetic sub-test of the Wide Range Achievement Tests and the Gates Reading Inventory. Evaluating educational achievement helped the professional staff determine who could and could not profit from the communication counseling program (elsewhere described) as well as to indicate further possibilities for special trade training, MDTA training, OJT and Competitive placement. It served as a screening device to identify special remedial problems requiring a more intensive testing program. The staff's communication skills counselors have been devising sensitive diagnostic tests to pin-point specific reading and arithmetic problems.

If the trainee was capable of reading at about the sixth grade level, the Hackman-Gaither Interest Inventory was administered to identify the client's vocational preferences which were later used in counseling to elicit meaningful and realistic occupational choices and patterns. This instrument was administered again at termination to determine changes in vocational preference.

When the psychologist was confronted with a problem of personality diagnosis that he felt was necessary to direct a youth through the rehabilitation process, he had such instruments available as the Wechsler Adult Intelligence Scale, the Bender-Gestalt, the House-Tree-Person, the Rorschach, etc. The above tests indicated the severity and type of problem and often illuminated the manner in which the trainee should be handled, and whether or not he should be referred to an appropriate community facility. A physical estimate form was also administered at intake and again at termination which was compared to a medical report on the client if available. The differences between the "before and after" testing was often significant. When the youth terminated the program, their estimates of their physical condition as compared with the actual medical report was considerably more realistic. (Both forms are included in appendix).

FAMILY INTERVIEWS

On the day a youth began his program, a letter was sent to a member of his family, generally a parent or some other interested person, whose name the client had given at the intake interview. This letter is an invitation to call the supervising psychologist for an appointment.

When the youth's relative visited the Center the psychologist explained the program and the youth's progress in the program was discussed. Seeing the youth in the program and the environment in which he is being helped usually resulted in securing understanding and support for the program.

Interviews with relatives also served the secondary function of obtaining additional information about the family background, i.e., social, cultural, economic, health, behavior in the home and neighborhood. Such information is useful to the psychologists and counselors in understanding and helping the youth.

Shortly before the youth completed his program, or within a week after the youth terminated from the Center, another family interview was held. The rehabilitation psychologist who was working most intimately with the youth conducted this interview. The primary purpose of the interview was to secure continuing support for the youth when he is enrolled in training, when he is looking for a job, or has found a job. Among the items discussed were the youth's progress, his new found strengths, areas for additional improvement, recommendations for training or work, etc.

Since some parents work, and others cannot come to the Center because of small children, response to invitations for this population has been smaller than hoped for. However, those relatives who did come to the Center showed a lively and deep interest in what was happening to the youth. During the coming months further effort will be made to reach relatives of the youth to enlist support.

EFFECTS OF WAGES

During the evaluation phase of the program, marked changes frequently occur when the youth moved into the production section and received pay for their work the first time. For some, wages were a stimulus to mobilize personal resources and function more effectively. For example: C.Q. barely reached level three in most of the task areas in pre-vocational evaluation. His behavior was quite passive. When he was transferred to the production phase, however, he became enthusiastic; his work was consistently good and he made excellent progress throughout the remainder of the program.

Other youth failed to change their behavior patterns despite the payment of wages. For example: J.C. who reached relatively high levels on most of the work samples was unable to produce at even a minimal rate after she had been transferred to production. Neither individual nor group counseling helped her and eventually she was referred to another agency for service.

Wages were increased automatically weekly during the first half of the work adjustment program. This tends to support and stimulate most youth and their productivity keeps pace with their pay increases. There were, however, exceptions, i.e., some youth increased their productivity faster than their pay but a few tended to pace themselves and produced minimum or less.

During the latter part of the production program, the youth were paid the shop rate or what they produced, whichever was higher. During this phase, the youth tended to earn status among his peers on the basis of his wage level. By the same token, the foreman and the floor psychologist used the earnings of the youth as an important basis for determining his employability. As a sole indicator of employability, wages were sometimes misleading. T.D. was earning $1.25 per hour by the time he was in the tenth week of the program. At the same time, he had been involved in several fights because he had been trying to "shake-down" other youth. He was frequently late for work. Despite his high productivity, he tended to cheat on his counts of work done.

Regardless of problems they may present, incentive rates are necessary because they represent the reality of many industrial jobs. Many youth were obviously motivated by them although the exact degree and kind of motivation could not be measured. Incentive rates for many youth were more meaningful than the guaranteed shop rate.

THE USE OF SUBCONTRACT WORK

Work was obtained from industry and was typically simple or repetitive by nature. While it mainly consisted of hand operations, some contracts required the use of such equipment as staplers, heat sealers, scales or punch presses.

Jobs were simplified, broken down into basic components in order to fulfill the qualitative and quantitative demands of the contract. The client was given exposure and opportunity to adapt to a variety of job tasks and situations. The pressures of the subcontracts were used as production realities to teach clients what they had to expect, accept and deal with in industry. At the same time they permitted the staff to observe the client's adjustment to meeting actual industrial standards.

Getting sufficient suitable work contracts of the wide variety needed by the program in a distressed area such as Philadelphia was exceedingly difficult. The Work Adjustment Center's director and his two assistants devoted more than 60% of their time securing the necessary additional subcontracts. Despite this, there were days when the youth and other clients had to be sent home early because there was an insufficient amount of work.

Contract pricing is competitive with private industry and in accordance with federal wage and hour standards.

It might be added that the pressure to secure additional work intensified already existing competition and created hostilities among the workshops. It is suggested that the government make available contract work which the youth in the project can perform. This will alleviate the problem and also free the Director for other necessary duties.

INTER AGENCY RELATIONSHIPS

Close working relationships were established and maintained with other health and welfare agencies for two basic purposes: first, information regarding the youth's family, social, medical background; second, to refer youth needing particular health and welfare services. The Social Service Exchange provided information regarding agencies who had served the youth and his family previously.

Wherever possible and feasible, the PSES counselor referred youth for other service before the youth entered the Center. Referrals were made by JEVS psychologists if the need was discovered after the youth entered the Center. Many of the youth had been in need of helping services long before they registered with PSES or entered the Center, but had not received help, often because they could not communicate their need. In some cases the demand for certain services far exceeds the ability of agencies to provide them, particularly in the case of psychiatric help.

Among the ancillary services procured for some youth were: out patient psychiatric treatment at the Philadelphia General Hospital and Temple University Medical Center; eye examinations, treatment and prescriptions for glasses from the Willis Eye Hospital; family counseling from Family Service of Philadelphia; various medical examinations and treatments from City of Philadelphia Health Clinics and private hospital clinics, etc. Several youth were referred to the Central Rehabilitation and Referral Service for evaluation and direction to the agency best equipped to meet the particular problem.

Some youth were receiving help from other agencies while being evaluated in the Center. It was, therefore, often necessary to coordinate the processes of other agencies with those of the Center. Continuing communication was maintained so that the interactions of concurrent treatments could be made manifest and integrated.

In order to assure continuity of treatment and responsibility for the youth, representatives of other agencies were invited to staff case discussions. If they could not attend, the youth's needs, problems and progress were discussed on the phone.

CASE CONFERENCES

Case conferences by the staff were used to determine the youth's trainability and/or employability and formulate the most effective methods for facilitating his rehabilitation. The conference also fixed responsibility for carrying out staff recommendations. Depending on the length of stay in the program each youth was staffed formally at least once and frequently twice or more. Additional formal and informal conferences were held to prescribe methods for dealing with current problems, review results of particular treatments, etc.

The initial staff conference is held during the youth's third week in the program, usually after the pre-vocational evaluation period. This is attended by the supervising psychologist, the pre-vocational evaluation supervisor, the client's rehabilitation counselor and the State Employment Counselor. On occasions, PCCA's coordinator attends these conferences. The basic question to be answered at this time is whether or not the trainee should be continued at the Work Adjustment Center. If, as a result of this conference, the youth is retained in the program, it is with the aim of modifying his behavior so that he can develop a suitable worker personality. His vocational assets are enumerated as are his specific work problems. The group makes recommendations regarding methods for strengthening the youth's positive traits as well as dealing with his liabilities.

Some youth are terminated at the initial staffing because they were ready for competitive placement; or, they could profit immediately from skilled training or on-the-job placement; or, they were so severely unemployable that they were unable to use JEVS services. In the latter case, the youth was referred to an appropriate community agency which was equipped to deal with his particular problem. The youth who was competitively employable or was ready for occupational training was referred back to the State Employment Service which attempted to place him.

A second case conference is conducted for youth remaining in the program. The professionals who attended the initial staffing were joined by the PSES counselor. This conference was primarily concerned with determining relatively specific vocational goals and dealt primarily with youth who, though originally deemed unemployable, were able to organize their personalities and mobilize their energies enough to be able to enter training or a job. A relatively small percentage of the youth were found who go through this stage without achieving employability. For these, the procedure is the same as it is in the initial staffing i.e., referral for other services.

In addition to regularly scheduled case conferences, there were many informal staffings. On these occasions, the professional and industrial staff discussed particular client problems and progress and determined the best way to handle specific incidents. These discussions clarified problem situations and provided immediate treatment solutions.

REPORTING

A file is kept on each youth which includes psycho-social and occupational data furnished by the PSES counselor and other agencies, and psychological evaluation, production reports and summaries of staff discussions made at the Center.

(1) Reporting for the Intake Interview

When a youth arrived at the Center for an intake interview, it was noted by the receptionist, who advised the PSES counselor that the youth had kept his appointment. If the youth failed to keep his appointment the intake psychologist notified the counselor. During the intake interview, the psychologist attempted to gather as much information about the youth as possible. Since a majority of the youth were defensive and non-committal, much of the material was obtained after the youth had entered the program.

In addition to an application form which lists identifying information and describes psycho-social and educational history and problems, the JEVS counselor used a supplemental data form to summarize highlights about the youth's socio-economic history. Additional forms were developed to help the youth estimate his physical health, etc.

(2) Reporting for Pre-vocational Evaluation

Usually, the youth entered the evaluation phase of the program no later than two days after the intake interview. On the day he started, notice was sent to the PSES Counselor informing him. If the youth did not report the PSES Counselor was also notified. From the time the youth entered pre-vocational evaluation until his transfer to production evaluation, detailed personal, psychological and vocational observations were recorded. The work sample form is basic. For each task within each occupational area at each level of difficulty, starting, stopping, and total time were noted. The trainee is rated for both speed of performance and accuracy. In addition, behavioral observations such as punctuality, attendance, appearance, frustration tolerance, learning speed, psycho-motor activity, etc., were recorded. When the client finished the pre-vocational evaluation phase, a detailed summary check list was completed by the evaluation psychologist describing his overall behavior, enumerating vocational strengths and liabilities and making recommendations for the next phase in the rehabilitation process. When the youth moved into production evaluation, he was assigned to an industrial foreman. This foreman also receives a transfer form which is completed by the pre-vocational evaluation staff, describing the youth in terminology that he could understand.

(3) Reporting for Production Evaluation

Both the foreman and rehabilitation psychologist kept detailed records of trainee progress. Daily and weekly production reports were kept. These were included by the rehabilitation psychologist in charting the client's development. Progress reports were completed for each client periodically. When the youth completed his program the psychologist wrote a narrative report describing his development and recommending the type of training or job that was most feasible for him. This was sent to the PSES counselor and PCCA.

(4) Reporting by PSES

Case records were kept by the PSES counselor and placement interviewers on each youth interviewed. Data from these records were furnished to JEVS each month and were included in the monthly reports to OMAT.

WORK SAMPLES

For many years psychologists have been attempting to develop a "culture free" instrument for evaluating individuals with verbal and educational deficits who traditionally perform poorly on standardized group aptitude tests. The Office of Manpower, Automation and Training, recognizing the difficulties in evaluating deprived youth and enrolling them in similiar training, commissioned the Jewish Employment and Vocational Service to develop a method of dealing with the problem. JEVS set about to standardize its existing work samples so that occupational aptitude patterns, as usually procured from the General Aptitude Test Battery, could reliably and validly be predicted from industrial tasks.

The basic hypotheses was that industrial work samples could be standardized, and would be a more valid and reliable predictor of occupational aptitude patterns, (with a population of educationally and culturally deficient school "drop-outs"), than could psychological tests. Sub-hypotheses were: industrial tasks are less threatening; they are more concrete as opposed to being abstract; they are more meaningful with respect to what is important to the youth; they do not have the negative connotation of school testing; and they are relatively independent of educational and cultural experiences.

The major problem was the determination of aptitudinal content of selected work samples and the degrees to which particular aptitudes are possessed by the individual. This involved the development of a method for correlating industrial tasks with the scores and patterns obtained from the administration of the United States Employment Service's General Aptitude Test Battery.* Since the Center's a priori rationale was based on factor analytic theory which is incorporated in the GATB, a consultant from the Pennsylvania State Employment Service helped structure the research methodology.

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* Henceforth referred to as GATB

The implementation of a methodology for testing the procedure was the next step. The USES consultant trained JEVS psychologists to estimate job factors from work samples on a five point scale, using the guide lines listed in the General Aptitude Manual (published by the Department of Labor, Bureau of Employment Security, United States Employment Service, Division of Placement Methods, March 1962). In this method, the amount of aptitude present in any job (in this case work samples) is expressed in terms of equivalent amounts of aptitude possessed by segments of the general working population. [illegible] 127 industrial tasks were evaluated and were scaled from one to five to correspond to the technique used by the State Employment Service in estimating vocational aptitudes.

For purposes of clarification, an example of the method will be given.

Work Sample Title: Sorting Washers by Two Sizes.

Description of the task: The trainee is instructed to sort five hundred washers according to size, using a sizing tool. The circumferences of these washers are identical but their diameters differ by [illegible]

SORTING WASHERS BY TWO SIZES

		G	V	N	S	P	Q	K	F	M
HIGHEST THIRD	1									
	2									
MIDDLE THIRD	3									
LOWEST THIRD	4	X	X		X			X	X	X
	5			X		X	X			

Note that this is a rather low level work sample, since the highest rating any aptitude received was four. By checking these ratings (G-4; V-4; N-5; S-4; P-5; Q-5; K-4; F-4; M-4) against the Minimum Aptitude Scores for Occupational - Aptitude Patterns (Form ES-725 BES R-62; Bureau of Employment Security, Pennsylvania State Employment Service), it can be seen that a trainee who successfully completes this task, qualifies for several occupational aptitude patterns even at this low level.

In order to test the rationale, a pilot sample of ten trainees were selected. These youth had been tested by the State Employment Service [illegible] Although a high correlation was obtained between the industrial tasks and the GATB scores, statistical validity and reliability is undetermined because of the small sample involved. However, there is a definite and encouraging trend in the direction favoring the basic premise; that is, that work samples can predict occupational aptitudes more realistically than can standard psychological tests with a population of educationally and culturally deprived hard core youth who are school drop-outs.

To improve consistency and reliability, each work sample was standardized in terms of the manner in which the instructions were given to the trainees. All evaluators instruct in the same way, using the same words verbatim.

At present, JEVS psychologists are attempting to standardize [illegible] respectively. For example, if, for the washer sorting task, the average time was thirty minutes and the standard deviation time five minutes, very poor time would be forty minutes, poor time thirty-five minutes, good time twenty-five minutes and excellent time twenty minutes, or less. It is important to discriminate between the sexes for each work sample because combining the two could be misleading, since there seems to be a bi-modal distribution.

Another of the problems with which the psychologists are presently engaged is concerned with a rating of qualitative factors. Criteria are being written to define what constitutes "good" and "poor" performance on the [illegible]'s. Using these criteria observations will become more objective. For instance, reasons for failure such as negative attitudes, sloppiness of work, poor eye-hand coordination will be incorporated as the basis for a youth being considered poor on any one sample. Consequently, ratings will become clearer and psychologists will be better able to judge whether the youth performs well enough to achieve on OJT.

The use of work samples to predict occupational aptitude patterns is still tentative but it is apparent that the procedure [illegible] the service [illegible] either. [illegible] Continued [illegible] significant [illegible] to develop and publish a manual which will include instruction in the use of standardized work samples, scoring and the method of interpreting and predicting occupational aptitude patterns.

RESULTS

Both populations were disadvantaged youth who had been labelled as hostile, aggressive, defiant and unmotivated. The projects were developed by the cooperating agencies and funded by OMAT to determine the vocational treatment necessary to elevate the occupational horizons of these youth and help them become more responsible members of the community.

Considerable data was collected by both [illegible] and JEVS. [illegible] Certain [illegible] populations. [illegible] trainability [illegible] as sex, [illegible] educational [illegible] employability [illegible] and no significant trends were obtained. The differences that were present seem to have been the result of factors beyond the scope of the OMAT programs. Several examples are cited as illustrations. The marked differences between males and females with respect to on-the-job training appears to result from the fact that this type of training is traditionally reserved for boys. Furthermore, most youth had little or no previous employment. Accordingly, the youth in both populations were employable and unemployable in almost equal numbers, and we may conclude that the data collected is descriptive of the youth evaluated and that inferences drawn from it regarding employability or trainability are not possible.

Actions taken by PSES and JEVS to recruit and serve both populations are listed on Table 5 (Appendix). They are summarized by as follows:

I. HCY-60

Two hundred and thirty four youth were interviewed in eight Philadelphia offices of the Pennsylvania State Employment Service. Sixty-six (28%) of these youth entered the Work Adjustment Center of the Jewish Employment and Vocational Service.

Forty-four (67%) of those entering the program received the evaluation, counseling and adjustment services necessary to determine their feasibility for training and/or employment. Twenty-two (33%) dropped out or were dropped from the program. They could not be evaluated and must, for the moment, be deemed unemployable.* Attempts were made to refer these youth to agencies able to deal with their special problems but only 4 of the 22 youth accepted the referrals.

Eight of the 44 youth were placed in MDTA training courses. As of this writing 3 of these youth had dropped out because: no training allowances (2); "did not feel he was learning anything"(1). Ten youth were awaiting placement in training and an additional 8 were awaiting entrance into OJT.

Since experience with MDTA suggests that these courses are not yet suitable for this population and OJT is just beginning, Employment Service counselors are placing greater emphasis on finding jobs for the youth in the program.

Twelve (27%) of the youth completing the programs were placed in jobs by PSES. Two youth were placed twice because the initial placement was temporary. As of this writing, no youth has lost his job because of his failure to conform. Three youth found jobs with no direct assistance from PSES or JEVS. Six youth were awaiting additional placement action.

Two of the youth (1 boy and 1 girl) were placed in jobs which have some possibility for upgrading or at least good wage scales i.e., baker's helper and engraving machine operator trainee. Although the other youth were placed in low level jobs, the placements do provide the youth with an opportunity to begin to function as competitive workers and move towards self sufficiency.

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* It should be remembered that these youth had originally been sent to JEVS because the Employment Service could not make a determination regarding employability or trainability.

In summary 44 youth were considered feasible for training or employment upon completion of a program at the Work Adjustment Center; 23 were placed in training or jobs; 21 were in process with the Employment Service.

II. PCCA-400

Six hundred and nineteen youth were interviewed in the three PSES offices serving the section of Philadelphia from which the disadvantaged youth had been recruited. Two hundred and fifty-three (41%) of these youth were referred to the JEVS Work Adjustment Center by the PSES counselors.

Two hundred and forty-one (95%) of the referred youth agreed to enter the program. One hundred and fifty-four (64%) of the youth entering the program received the evaluation, counseling and adjustment services so that a determination regarding their trainability and employability could be made. Thirty-eight (25%) were deemed trainable and fifty-five (36%) were deemed employable.

Sixty-one (25%) of the 241 entering the program dropped out or were dropped from the program and were therefore deemed unemployable since they could not be evaluated. Attempts were made to refer these youth to agencies which might help them deal with the problems hindering their employability. Twenty-eight accepted referrals; of these 19 did not report for these services. Thirty-three youth refused to accept a referral.

Eleven (7%) of the youth completing the program were placed in MDTA training; eight of the 11 subsequently dropped out because: no training allowances (5), poor quality of the course or teaching (3).

Twenty-three youth of those considered trainable or employable were waiting for either MDTA training, on-the-job training or jobs. Most of the 17 youth who were awaiting jobs were employed and had indicated an interest in changing jobs or entering training.

Fifty-four of the youth deemed trainable or employable had been placed by PSES. In order to accomplish this, 72 actual placements were made. (Some of the initial placements were temporary. No youth was laid off because of inappropriate behavior). Five youth found jobs without placement assistance from either PSES or JEVS. Seventeen youth were awaiting placement. Six of these wished to change their jobs for "something better."

In summary 93 youth were considered feasible for training or employment upon completion of a program at the Work Adjustment Center; 70 were placed in training or jobs and 23 were in process with the Employment Service.

The type of jobs found for the youth reflects the amount of effort expended and the value of assigning full time counselors and placement interviewers to disadvantaged youth. Generally, these counselors and interviewers were able to develop better quality of jobs in terms of the youth's needs, abilities and aspirations. Two formal apprenticeships were found for two boys: 1 painter, and 1 upholsterer. In addition, eleven boys were placed in metal manufacturing establishments and will be taught to set up and operate such machines as lathes, milling machines, etc. With additional training and/or experience these boys may someday become machinists. One boy was placed as a silk screen printer trainee and another was placed as a sewing machine operator trainee. The other boys were placed in entry jobs requiring less aptitudes and offering little opportunity for advancement. PSES is attempting to locate either better opportunities or training for these youth. In sum, it may be stated that approximately 58% of the boys were placed in jobs offering training and opportunity for advancement.

Twenty-eight girls were placed by PSES. Although, more girls were placed (numerically and percentage-wise) than boys, the girls did not fare as well as the boys. Two of the girls were placed as machine operator trainees in a cigar factory and should eventually earn up to $1.70 per hour. The remaining 26 girls were placed in jobs such as packers, spray painters, shoe cleaners, bench workers, etc. These are low level jobs but as with the HCY-60 youth, offer an opportunity to enter the world of competitive work and move towards self sufficiency.

Provision of special earmarked funds allowed PSES to provide better services to the PCCA 400 youth than is normally possible. This is particularly noticeable with respect to the placement function. Four hundred and fifty-one telephone calls were made to employers to develop job openings for the individual youth needing jobs. Accordingly, 42 of the 54 youth (77%) were placed with employers who had been contacted in behalf of a specific youth. Only 12 of the 54 youth were placed on job orders received in the local office without special job development methods. These results suggest that the most feasible and practical way to place disadvantaged youth is through the use of highly individualized, concrete, visible methods which incorporate continuing job development for each youth.

OBSERVATIONS AND CONCLUSIONS

1) The cultural separation of the low income and disadvantaged population from the middle class norm frequently results in functional inadequacies. Intellectual, social, educational and vocational limitations commonly observed are due to cultural forces, which when modified, permit the development of attitudes and competencies required in training and employment. Situational evaluation and work preparation penetrates and can dissipate such cultural blocks, i.e., the cultural forces which inhibit adjustment to training and the prevailing standards of work can be offset by guided work experiences in a structured productive environment.

2) Traditional techniques of evaluation and preparation for work which are useful with the average unemployed and displaced workers, fail with disadvantaged youth. New methods which are youth and problem-centered must be devised and utilized with these youth.

3) MDTA courses should be set up for lower level skills to accomodate unplaced as well as displaced workers. MDTA courses as operated by vocational educators often are not suitable for the disadvantaged, unplaced youth with special problems.

4) Appropriate evaluation involves prolonged observation and objective recording of task performance, personal and social behaviors and the nature and degree of change with experience. The latter factor, related to learning ability, is an adaptability to training and work that is least revealed in standard psychological testing.

5) Evaluation procedures involving the use of work samples and productive work were effective with disadvantaged youth in designating areas and levels of training and employment. It was possible to evaluate a majority of the youth who could not be evaluated by normal Employment Service methods. Youth who were rejected for service in routine examinations could use and profit from extended and individualized evaluation.

6) Evaluation, work adjustment training, and other remedial procedures must be tailored to the particular needs of disadvantaged youth. Tasks and procedures must be culturally oriented and acceptable to the youths' value system.

7) A prescribed evaluation and preparation period cannot be set arbitrarily. Although it is necessary to set time limits, most disadvantaged youth cannot be evaluated in less than ten to twelve weeks.

8) A high ratio of professionals to youth must be maintained to assure individualized attention.

9) Work provided in an Adjustment Center should be real and equivalent to work in private industry. Where possible, it should be contracted from private industry and should involve competitive standards. Actual industrial methods and equipment should be used.

10) Wages paid to the youth should be realistic and based on production. Unrealistically high minimum rates tend to reward inadequate work behavior and stifle rather than promote vocational development. Minimum rates should be established at levels which cover the youth's actual earnings but not less than his daily pocket expenses. Wages should be used for incentive and symbolic values.

11) Individual and group counseling must be integrated with personal and work adjustment processes to help the youth work through emotional difficulties which hinder his entrance to and success in training or work.

12) Follow-up counseling is needed to reinforce gains made by the youth in the adjustment process.

13) Youth who otherwise were not feasible for MDTA or OJT training or job placement were prepared for and achieved placement in training or employment. Of those completing a program of evaluation and adjustment services (in both programs) 69% were deemed feasible for training or job placement. Of these, 75% were immediately placed in training or placement; 25% were awaiting placement through FSES.

14) A substantial number of youth regarded as slow learners and borderline mentally retarded respond to and reveal average competencies in a work setting.

15) Youth who lack competencies in basic skills i.e. reading and arithmetic can be motivated to acquire these skills through individualized techniques in a work setting. Tentatively, it is suggested that remediation techniques introduced during the work adjustment period should be extended into and provided concurrently with MDTA training, OJT, and employment.

16) A high percentage of the youth were not amenable to vocational development. Attempts were made to help them through other community resources.

17) Work samples can be correlated with the GATB and will reveal occupational aptitude patterns for predictive purposes. It should be possible, after additional research, to evaluate disadvantaged youth and other persons not responding to formal testing, because of lack of verbal skills or cultural orientation.

18) Close and coordinated relationships with PSES at both staff and operating levels must be maintained in order to assure maximum services for each youth.

19) It is important to obtain the cooperation and participation of the industrial sector of the community for the procurement of contracts, OJT, and jobs, and for providing the character and standards of training best calculated to produce employable people.

20) Neighborhood grass roots support is needed to stimulate and support disadvantaged youth in entering community vocational programs.

TABLE #1 AGE AND CASE CHARACTERISTICS AT INTAKE

AGE	SEX		YEARS OF EDUCATION			MONTHS OF PREV. EMPLOY.			READING * GRADE LEVEL			ARITHMETIC * GRADE LEVEL		
PCCA 400	M	F	10-11	6-9	Spec. Ed.	12+	6-11	0-5	0-3	4-5	6-10	0-3	4-5	6-10
22	1	3	3	1	0	2	0	2	1	0	3	0	1	3
21	1	5	6	0	0	1	1	4	1	2	3	1	5	0
20	5	5	8	2	0	2	1	7	3	3	4	1	6	3
19	14	19	24	8	1	6	1	26	5	7	17	6	19	4
18	43	20	35	23	5	7	1	55	15	12	29	9	36	11
17	22	16	26	12	0	3	1	34	5	13	15	6	22	5
TOTAL	86	68	102	46	6	21	5	128	30	37	71	23	89	26
HCY 60														
20	3	4	5	1	1	1	1	5	2	1	2	1	3	1
19	10	7	11	5	1	2	2	13	7	6	4	6	9	2
18	14	12	14	8	4	4	2	20	13	5	8	9	16	1
17	11	5	10	4	2	1	3	12	6	5	5	4	11	1
TOTAL	38	28	40	18	8	8	8	50	28	17	19	20	39	5

* 16 PCCA clients terminated before testing.
2 HCY 60 clients terminated before testing.

TABLE 2

WEEKS IN PROGRAM AND CASE CHARACTERISTICS

WEEKS IN PROGRAM	AGE						SEX		YEARS OF EDUCATION			MONTHS OF PREV. EMPLOY.			READING * GRADE LEVEL			ARITHMETIC * GRADE LEVEL		
PCCA 400	22	21	20	19	18	17	M	F	10-11	6-9	Spec. Ed.	12+	6-11	0-5	0-3	4-5	6-10	0-3	4-5	6-10
8-13	4	5	9	21	48	19	58	48	68	33	5	14	1	91	23	29	53	17	67	21
3-7	0	1	1	8	6	10	14	12	16	10	0	4	3	19	6	7	11	5	17	2
0-2	0	0	0	4	9	9	14	8	18	3	1	3	1	18	1	1	7	1	5	3
TOTAL	4	6	10	33	63	38	86	68	102	46	6	21	5	128	30	37	71	23	89	26
HCY 60																				
8-13			4	13	20	13	29	21	29	17	4	4	6	40	23	13	14	17	28	5
3-7			1	3	2	2	5	3	7	0	1	3	0	5	3	2	3	2	6	0
0 -2			2	1	4	1	4	4	4	1	3	1	2	5	2	2	2	1	5	0
TOTAL			7	17	26	16	38	28	40	18	8	8	8	50	28	17	19	20	39	5

* 16 PCCA 400 clients terminated before testing.
2 HCY 60 clients terminated before testing.

TABLE 2B: WEEKS IN PROGRAM AND VOCATIONAL DISABILITIES

WEEKS IN PROGRAM	VOCATIONAL DISABILITY				
PCCA 400	Inadequate Personality	Ment. Retard.	Emotional	Physical	Multiple
8-13	84	8	6	2	6
3-7	19	2	2	2	1
0-2	22	0	0	0	0
TOTAL	125	10	8	4	7
HCY 60					
8-13	34	2	3	5	6
3-7	6	1	0	0	1
0-2	7	0	0	0	1
TOTAL	47	3	3	8	5

TABLE #3 FINAL EVALUATION AND CASE CHARACTERISTICS

EVALUATION	AGE						SEX		VOCATIONAL DISABILITY					MONTHS OF PREV. EMPLOY.		
PCCA 400	22	21	20	19	18	17	M	F	Personality	Ment. Retard.	Emotional	Physical	Multiple	12+	6-11	0-5
TRAINABLE	1	1	0	3	14	6	13	12	19	1	1	0	4	3	0	22
O. J. T.	0	0	1	1	9	2	10	3	11	1	0	1	0	3	0	10
PLACEABLE	2	5	7	14	21	6	25	30	44	6	3	0	2	7	3	45
UNEMPLOYABLE	1	0	2	15	19	24	38	23	51	2	4	3	1	8	2	51
TOTAL	4	6	10	33	63	38	86	68	125	10	8	4	7	21	5	128
HCY 60																
TRAINABLE			1	3	4	4	6	6	11	1	0	0	0	2	2	8
O. J. T.			0	4	2	2	5	3	6	0	1	1	0	0	1	7
PLACEABLE			2	6	8	6	15	7	14	0	1	5	2	3	3	16
UNEMPLOYABLE			4	4	12	4	12	12	16	3	1	2	2	3	2	19
TOTAL			7	17	26	16	38	28	47	4	3	8	4	8	8	50

TABLE # 4 FINAL EVALUATION AND EDUCATIONAL ACHIEVEMENT

EVALUATION	YEARS OF EDUCATION			READING * GRADE LEVEL			ARITHMETIC * GRADE LEVEL		
PCCA 400	10-11	6-9	Spec. Ed.	0-3	4-5	6-10	0-3	4-5	6-10
TRAINABLE	13	11	1	4	6	15	3	15	7
O. J. T.	8	5	0	2	5	6	2	11	0
PLACEABLE	38	13	4	15	14	26	11	32	12
UNEMPLOYABLE	43	17	1	9	12	24	7	31	7
TOTAL	102	46	6	30	37	71	23	89	26
HCY 60									
TRAINABLE	7	5	0	6	3	3	3	9	0
O. J. T.	4	4	0	2	3	3	1	6	1
PLACIABLE	12	6	4	9	7	6	8	12	2
UNEMPLOYABLE	17	3	4	11	3	8	7	12	3
TOTAL	40	18	8	28	16	20	19	39	6

* 16 PCCA 400 clients terminated before testing
2 HCY 60 clients terminated before testing

TABLE V

INTAKE & DISPOSITION

	HCY 60	PCCA 400
Interviewed by PSES	234	619
Referred to JEVS	79	253
Entered Program at JEVS	66	241
Completed Program	44	154
In Process at JEVS (From Original Population)	0	20
New Cases Added (Not included in this report)	0	70
Cases Deemed Trainable	20	38
Cases Deemed Employable	24	55
Cases Dropped Out or Dropped From Program	22	61
Placed in Training	8	11
Placed in Jobs by PSES (Individuals)	12	54
a. Males	10	26
b. Females	2	28
Actual Number of Placements	14	72
Self Placement	3	5
Awaiting MDTA*	10	20
Awaiting OJT*	8	26
Awaiting Job Placement*	6	17
Untrainable & Unemployable	22	61
a. Referred to other agencies	4	28
b. Refused Referral	18	33

*Indicates first preference. Final disposition may be either MDTA, OJT, or Job.

AN EXPERIMENTAL COMMUNICATIONS IMPROVEMENT PROGRAM WITH HIGH SCHOOL DROP-OUTS IN VOCATIONAL TRAINING IN A WORK ADJUSTMENT CENTER.

Gerald Schatz and Roy A. Kress

I Introduction:

High school drop-outs are now being referred to the Work Adjustment Center of the Jewish Vocational Employment Service in Philadelphia at the rate of four hundred per annum. Each of these, if he continues in the program once it is initiated, participates in a thirteen-week series of vocational training activities and ultimately re-enters the employment market. During this period of training he is paid on an hourly basis as long as he continues in the program. Additional pay for increased productivity is given where indicated.

The results of tests administered to these young adults as part of the intake procedures reveal a severe lack of educational achievement, especially in the basic communication skills and in arithmetic. Such under-achievement makes it difficult to train them for many types of vocational work and in certain instances may preclude training completely. Few have the reading and writing ability needed to complete a job application successfully; some are non-readers.

It was hypothesized (1) that a positive change in level of communication could be effected through a specially constructed remedial-type program for this type of population, and (2) that meaningful educational materials could be developed from the vocational and life experiences of the individuals who comprise this population.

II The Problem:

The purpose of this investigation was to set up a pilot corrective communication program for a few selected members of this young adult population for the purpose of determining its effectiveness in improving listening, speaking, reading, writing, and arithmetic skills. The pilot project was to be an integral part of the overall work adjustment training program and there would be no loss of pay for trainee time spent in the corrective class. The trainees were to be invited to participate but not required to continue if they did not wish to remain. It was felt that the program would need to be vocationally oriented and kept on a level of personal interest and ability related to the experience background of the individual members of the groups.

More specifically, the investigation wished to obtain tentative information about the following:

A. Attitudes:

1. Would this population accept such a school-type program?

2. Would they participate in it voluntarily, or only if it were thrust upon them as part of the total work adjustment "package"?

3. Could their current negative attitudes toward "school" or "book learning" be favorably altered through participation in such a program?

4. Might some of them, if successful in this program, be encouraged to return to high school on a full-time or even a part-time basis?

5. To what extent might such a program be expected to change overall attitude toward society as a whole?

6. What attitudes seem to have a controlling influence on motivation in this type of program? Can these be modified?

7. What group factors seem to act as deterrants to individual participation and progress? Can these be modified?

B. Program:

1. What educational gains can be expected in basic skill areas?
   a. objective measures
   b. subjective measures

2. To be effective, how long should such a program be?
   a. number of sessions per week
   b. duration of each session

3. What size groups can be handled most effectively and still show progress?

4. Should new groups be established with each periodic influx of new trainees or could a perpetual type of program be developed flexible enough to add and delete candidates at frequent intervals?

5. What type of group and individual activities appear to be most effective?

6. What materials can be used most effectively?

C. Staff:

1. What training is necessary for the leaders in such a program?

2. To what extent might untrained or minimally trained personnel be utilized as instructors or helpers?

III Procedures:

A. Preliminary steps:

The population was selected on the basis of the recency of admission to the thirteen week training program and the scores obtained on the intake screening tests (Gates Reading Survey and Arithmetic section of the Wide Range Achievement Test). Two groups of seven trainees each were established; Group A for those who placed highest on the screening measures; Group B for those who placed lowest on these measures. No controls were employed for race, age or sex. Information on intelligence, where available, was obtained from the General Aptitude Test Battery (B-1002) administered by the Pennsylvania State Employment Service prior to referral to the Work Adjustment Center.

The same instructor met with each group for three sixty-minute sessions per week for the period May 11 through July 3rd (eight weeks). The first and last weeks were utilized for pre and post testing, leaving only six weeks for actual instruction. At the close of the first week an individual conference was held with each trainee to discuss the test results and to explain the purpose of the class sessions planned. Emphasis was placed upon the voluntary nature of their participation and the vocational orientation of the content of the subsequent activities. All members agreed to participate in the project and were paid for the time invested at their regular hourly rate.

In addition to the screening tests administered at intake the following measuring instruments were employed for instructional planning and placement: (1) an Informal Reading Inventory, modified for group use, to aid in accurate identification of the proper instructional reading level; (2) an Individual Word Recognition Test to determine the subject's word recognition and word analysis skills (omitted for Group A); (3) a Spelling

Inventory; (4) a second standardized reading test to be administered under controlled conditions and selected at a level of difficulty felt to be more appropriate for the trainee's current reading ability; the Cooperative English Reading Comprehension Test, Lower Level was used with Group A; the Stanford Achievement Test, Elementary or Intermediate batteries, was used with Group B; (5) a Sentence Completion Test prepared at the Work Adjustment Center for use with the trainees; (6) the Buck House-Tree Person Test with the post interrogation which usually accompanies it omitted.

During the eighth week the post-instructional battery was administered. It included: the Informal Reading Inventory, the Spelling Inventory, the Gates Reading Survey, the Cooperative Reading Test (Group A), the Stanford Achievement Test (Group B), the Individual Word Recognition Test, and the Buck House-Tree Person Test. Alternate forms were employed.

B. Instructional Procedures:

A sequential development of skills was followed, using a systematic approach in an experimental context. Appropriate instructional needs were modified in accordance with the trainees' backgrounds, interests, and motivations. Each trainee progressed from mastery of easier skills to more difficult skills in prescribed order. A major guideline was to begin teaching at a level at which success was relatively assured for all trainees. This was adhered to throughout the instructional period for both groups.

Mathematics. Training in basic number facts was given with programmed material prepared by the instructor. Application of the fundamental computational procedures was offered in practical problems taken from the work setting. The trainees were encouraged to attain a high level of mastery. They were placed under time-pressure conditions to simulate the practical need for rapid computational ability. The relationship of speed and accuracy in arithmetic was discussed. Although the materials were self competitive in that they were programmed, there was a tendency in the groups for comparison of time and accuracy scores. They responded well to this type of self-motivation and seemed to recognize the transfer of skills gained to on-the-job activities.

Communication Skills: For independent reading students selected books from the SRA Pilot Library IIA and IIC, in the upper and lower groups respectively.

These books were read at the beginning of class and during periods while waiting for another group activity to begin. Each person had a free choice in the selection of books that he would like to read. General interest in this independent reading was excellent. In fact some trainees continued their reading into the other activities of the group and needed to be pulled back into the group work. Every trainee had completed a minimum of three books in the course of instruction, some had finished as many as six. Outside reading of newspapers and magazines was encouraged in class although little follow-up or response was seen. The group members discussed the books that they had read and a few advised classmates about ones they thought were particularly good. In the later weeks trainees brought teen magazines and comic books into class.

The groups were given directed reading activities daily. The Job Ahead, was used along with materials written by members of the class, the instructor, and Work Adjustment Center personnel. Other material sources are listed in the materials section. Word recognition work was offered in the lower group. Work with initial consonants and blends was developed at an auditory level first and finally at a reading and writing level.

Within the directed reading activities many topics were covered. One unit explored the problems of getting a job, and the characteristics of a good worker. Trainees were able to appreciate the contrast between the good and poor characteristics of the characters in the stories which were read. Interestingly enough, after discussions about peronnal grooming and attire, the class members improved on their own appearance. A unit on pay was undertaken. Material read and discussed concerned deductions, paychecks and methods of payment. Their concepts about taxes and other deductions were confused. They viewed money with-held as an unfair imposition. The understanding of benefits to the public derived from such deductions was completely lacking. It followed that their concept of social responsibility was extremely limited. Work in this area did not do much to overcome these attitudes. A unit on filling out applications was undertaken. Actual practice in completing various types of applications was given. Mistakes were abundant. Misconceptions of county and country, mother's name at birth, race and religion, and even their own names and addresses were most evident. Materials received from personnel directors of companies in the area were reviewed by the group. The suggestions in these letters about legibility and completeness of information on the blanks were discussed and evaluated by the groups.

Varied types of speech distortions and misarticulations were noted in oral discussion and re-reading. Many problems with the final parts of words, especially variant endings were observed. Practice in auditory discrimination was provided in each class session. Effective oral expression was always emphasized in the context of the discussions. The oral language used within the group and in the lunchroom or shop became quite different. The trainees were aware of this difference and would give examples of the kinds of speech which they used outside of class. They were able to separate their work in the classroom from their experience outside. At first the transfer of outside speech into the classroom was dominant. However, as the course proceeded, the inappropriate vulgar colloquialisms became fewer. It is doubtful, however, that the positive transfer of the improved speech habits developed in class was effected in their speech outside of class within such a short period of time.

Each person was taken individually for an experience-writing activity as frequently as possible. The stories were dictated to the instructor or into a dictaphone for later transcription, reading and editing. The trainees wrote about personal experiences and problems of personal concern. Such things as ambitions, family concerns, vivid memories, and feelings about school and work were freely recorded by most (See Exhibits A,B, and C). In the upper group each of the members contributed to paragraphs written on various aspects of their work at the Work Adjustment Center. These were sometimes edited to make a single article (See Exhibit D).

Skills of the type described above were emphasized in directed reading activities and discussions. A unit on social security proved enlightening to the group in general. Discussions often branched off into topics of general information and clarification of misinformation, e.g. they were interested in knowing what different races were; they wondered if the colored person whom they met on the bus and who spoke with a foreign language was really a negro; they thought Mongolians were Jews; one questioned about the term "mongolian idiot".

An anecdotal commentary of impressions gained by the instructor from the class sessions was compiled on a periodic basis. Comments and suggestions emanating from the professional and vocational staff members of the Center were also recorded. As these records were evaluated, modifications were made in the continuing instructional program. In retrospect, it is felt that the quality of the ultimate program was immeasurably improved through this mechanism, since good ideas are frequently lost unless recorded at the moment of conception.

C. Instructional Materials employed

1. Commercial materials:

Reading Laboratory IIa and IIc; Pilot Library IIa & IIc Science Research Associates, Chicago.
The Job Ahead. Science Research Associates, Chicago.
Rochester Occupational Series. Science Research Associates, Chicago
Gateways To Correct Spelling. Steck Co., Austin, Texas.
News For You. Box 131, Syracuse, New York.
Readers Digest Science Books. Readers Digest Services, Inc., Pleasantville, New York.
Readers Digest Skill Builders. Readers Digest Services, Inc., Pleasantville, New York.
Wonder in the Sky. Readers Digest Services, Inc., Pleasantville, New York
Send for Red. Readers Digest Services, Inc., Pleasantville, New York.
Deep Sea Adventure Series. Harr Wagner Publishing Company, San Francisco, California.
Morgan Bay Mystery Series. Harr Wagner Publishing Company, San Francisco, California
Building Reading Skills. McCormick-Mathers Publishing Company, Wichita, Kansas.
Multi-Level Speller. Follett Publishing Company, Chicago.
Ten Great Moments in Sports. Follett Publishing Company, Chicago.
Great Moments in American History. Follett Publishing Company, Chicago.
Three Who Came Back. U.S. Dept. H.E.W. OASI-38B. Washington, D.C.
Good News for Household Workers. U.S. Dept. H.E.W. OASI-24 Washington, D.C.
Joe Wheeler Finds a Job. U.S. Dept. H.E.W. OASI-85a Washington, D.C.
Road Signs. Fern Tripp, Dinuba, California.
Reading for Safety. Fern Tripp, Dinuba, California.

2. Other materials:

Work Adjustment Center Orientation Booklet
Experience stories dictated or written by the trainees, typed and prepared for instructional use.
Job application forms secured from employers in Philadelphia area.
Instructional booklets for new employees in local business and industry.
Social Security Administration Teaching Kit
Internal Revenue Service Teaching Kit
Instructor prepared material individualized for the members of the groups

Programmed Basic Number-Fact worksheets.
Class prepared auditory and visual discrimination materials
Selected paper-back books from a variety of sources
Selected bibliographies of books prepared for Negro readers

IV Observations

There was general acceptance of the program by both groups. However, there was a greater involvement and active participation on the part of the members of the lower group. They were not as cautious or skeptical in their general attitude. Perhpas the fact that they needed so much more help made them more willing to accept help. It was only in the latter stages of the program that the passive acceptance attitude in the upper group seemed to be giving way a bit to self-directed learning. Both groups accepted the instructor as a person who wanted to help them. At the start of the program there was some testing of the limits and an over-sensitiveness toward any criticism or correction. Later, their defensiveness seemed to be related only to peer criticism. Rapport in both groups was interfered with as the trainees sensed the nearness of the concluding sessions of the program.

Voluntary participation in the program seems an essential factor for its success. The fact that group members were free to absent themselves from any particular session seemed to aid them in understanding the intent of the program. During the last few weeks three members of the class came to the room during their own free time to do extra work. At first they passed the door, cautiously looking in, and when they were invited in made it a continuing habit. Two trainees, not included in the program requested help on a voluntary basis. It is apparent they learned of the program through contact with a member of one of the groups. There were indications they would have come without pay if they could have been admitted.

There were indications, especially in the lower group, that the negative attitudes toward learning could be changed. The changes in attitude which took place appear tenuous and dependent upon continued opportunities for success. Absences appeared to be the result of fear of failure in a new class activity. The tendency to be discouraged too easily had to be watched for since the trainee would give up at that point.

There seemed to be an increased interest on the part of members in both groups, but especially in the upper group, in additional training. Members expressed the desire to attend prep schools and complete their high school work.

One trainee inquired of the procedure for obtaining a high school diploma through state examination procedures. In the lower group the change in attitude toward school seemed to be reflected more in a desire to learn specific new information than in any wish to return to a school room. In final individual conferences each trainee expressed a willingness to continue in the Center's program on a non-pay basis if given the opportunity to do so.

Some students seemed to be reached and impressed by the concern of the Center for helping them. They seemed to sense that governmental and social agencies wanted to aid them. About half appeared to be sincerely interested in becoming productive working members of society. The other half accepted the program as offered them and showed progress in an academic way. They did not seem to be affected enough, however, to transfer these gains to their overall adjustment. They appeared quite able to work in a socially acceptable job while at the Center, and to still continue in anti-social, unproductive behavior elsewhere.

Greatest gains were evidenced in the word recognition area. Both the instructor and the students recognized the improvement in functional reading and writing skills, e.g. following directions and completing job application forms. Although spelling was not worked with directly in a formal way, it might be expected that with increased word attack and auditory discrimination ability, some spelling gains might also be seen. No objective standardized tests have been prepared for measuring this type of population. Both validity and reliability are questionalbe for the instruments used in this experiment and a great deal of variability was expected at the outset.

TABLE I
General Information with Complete Pre-Post Test Results
for the Higher Achieving Group-Group A

	DL		CJ		WB		LC		RH		CH		A[illegible]	
General Information														
Age	17		17		17		18		17		17		1[illegible]	
Sex	F		M		M		F		M		F		F	
Race	W		N		N		N		N		W		N	
Highest grade attended	9		10		10		11		11		9		11	
GATB-1002 Scores														
G-Intelligence			88				90		69				73	
V-Verbal Aptitude			94				108		76				8[illegible]	
N-Numerical Aptitude			88				90		67				8[illegible]	
Screening Tests	Pre	Post	Pre	Post	Pre	Post	Pre	Post	Pre	Post	Pre	Post	Pre	Post
Gates Reading Survey (Grade equivalent)														
Speed of reading	8.6		9.9	7.4	7.8	11.3	11.3	11.3	8.2	7.1	6.8		10.6	11.7
Vocabulary	11.0		11.4	11.3	8.5	7.2	11.3	11.4	8.2	7.7	10.0		7.6	8.2
Comprehension	10.3		10.3	10.6	8.2	5.6	12.0	12.0	9.5	7.9	5.0		9.5	-
Total Reading	10.0		10.5	9.8	8.2	8.0	11.6	11.6	8.6	7.6	7.3		9.0	9.8
Wide Range Arithmetic			5.9		6.9		5.8		4.5		4.5		8.8	
Pre-instructional Tests														
Informal Reading Inventory (Reading Grade)														
Instructional level	5		6	8	3	5	6	8	3	4	2		3	4
Spelling Inventory (Grade Score)														
Instructional level	7		8	8	3	4	5	8	7	7	-		7	7
Cooperative Reading Test C-1 (%ile score-9th grade norms for schools in East-Midwest-West														
Vocabulary	54		72	64		23	76	89	26	19	37	64	-1	26
Speed of Comp.	15		50	54		46	67	98	25	16	21	8	11	41
Level of Comp.	50		87	87		68	71	97	50	23	6	1	26	33
Total Reading	37		70	73		46	75	96	33	23	19	26	6	33

TABLE II
General Information with Complete Pre-Post Test Results for the Lower Achieving Group-Group B

General Information	BC		EB		AM		EB		SJ		WK		JG	
Age	18		17		19		20		19		17		17	
Sex	F		F		F		M		F		M		M	
Race	N		N		N		N		N		N		N	
Highest grade attended	8		10		10		9		RE		10		10	
GATB-1002 Scores														
G-Intelligence			82		75				55		73		59	
V-Verbal aptitude			82		66				65		70		66	
N- Numerical Aptitude			67		69				53		71		73	
Screening Tests	Pre	Post	Pre	Post	Pre	Post	Pre	Post	Pre	Post	Pre	Post	Pre	Post
Gates Reeding Survey (Grade equivalent)														
Speed of reading	6.8	9.1	4.2	7.8	4.2	5.3	4.5	6.3	3.9	5.8	4.5	7.1	6.3	5.8
Vocabulary	8.3	5.4	6.0	6.2	2.8	3.3	3.3	2.9	3.1	4.7	4.3	4.4	3.4	4.7
Comprehension	7.2	5.3	4.8	5.2	3.3	3.3	4.4	3.6	5.2	3.8	5.4	5.0	5.0	3.8
Total Reading	7.6	6.6	5.0	6.4	3.4	4.0	4.1	4.3	4.1	4.8	4.8	5.5	4.9	4.8
Wide Renge Arithmetic	3.9		5.8		4.9		4.6		3.9		5.8		5.5	
Pre-instructional Tests														
Informal Reading Inventory (Reading Grade)														
Instructional level	2	7	3	4	1	1	1	4	1	4	1	4	1	3
Spelling Inventory (Grade score)														
Instructional level	4	4	3	6	0	0	2	2	0	1	0	2	3	4
Individual Word Recognition Test (percent correct)														
Second reader level					88	96	96	100	80	100	96	100		
Third eader level					32	36	68	84	56	88	64	100		
Fourth reader level								56				64		
Fifth reader level	85												100	100
Sixth reader level	90												55	90
														80
Stanford Achievement Test (Grade equivalent)														
Battery employed	Intermediate		Intermediate		Elementary		Elementary		Elementary		Elementary		Intermediate	
Paragraph Meaning	5.3	6.1	5.3	7.3	2.1	3.1	3.8	4.4	4.8	5.0	5.5	5.6	5.1	
Word Meaning	6.8	8.2	5.9	8.2	3.1	2.6	4.1	4.1	3.6	3.3	4.0	4.1	4.0	
Average Reading	6.2	7.2	5.6	7.8	2.6	2.9	4.0	4.3	4.2	4.2	4.8	4.9	4.6	

TABLE III
Ranges, Means and Mean Differences for the Higher Achieving Group-Group A

General Information	Range		Mean*		Mean Diff.
Age	17-18		17.29		
Highest grade attended	9-11		10.14		
GATB-1002 Scores					
G-Intelligence	69-90		80		
V-Verbal Aptitude	76-108		90		
N-Numerical Aptitude	67-90		83.33		
Screening Tests	Pre	Post	Pre	Post	
Gates Reading Survey					
Speed of reading	6.8-11.3	7.1-11.7	9.56	9.76	+.20
Vocabulary	7.0-11.4	7.2-11.4	9.28	9.16	-.12
Comprehension	5.0-12.0	5.6-12.0	9.90	9.36	-.54
Total Reading	7.3-11.6	7.6-11.6	9.58	9.36	-.22
Wide Range Arithmetic	4.5-8.8		6.07		
Pre-instructional Tests					
Informal Reading Inventory					
Instructional level	2-6	4.8	4.20	5.80	+1.70
Spelling Inventory					
Instructional level	3-8	4-8	6.00	6.80	+ .80
Cooperative Reading Test					
Vocabulary	(-1)-76	19-89	41.6	52.6	+11.0
Speed of Comp.	11-67	8-98	34.8	43.4	+ 8.6
Level of Comp.	6-87	1-97	48.0	48.2	+ 0.2
Total Reading	6-75	23-96	40.6	50.2	+ 9.6

*Achievement test results computed for trainees showing complete pre-post test data only. Total N varies according to results available.

TABLE IV
Ranges, Means and Mean Differences for the Lower Achieving Group-Group B

General Information	Range		Mean*		Mean Diff.
Age	17-20		18.14		
Highest grade attended	RE-10		9.5		
GATB-1002 Scores					
G-Intelligence	59-82		70.8		
V-Verbal aptitude	65-82		69.8		
N-Numerical Aptitude	63-73		68.6		
Screening Tests	Pre	Post	Pre	Post	
Gates Reading Survey					
Speed of reading	3.9-6.8	5.3-9.1	4.91	6.74	+1.83
Vocabulary	2.8-8.8	2.9-6.2	4.53	4.51	-0.02
Comprehension	3.3-7.2	3.3-5.3	5.04	4.29	-0.75
Total Reading	3.4-7.6	4.0-6.6	4.84	5.20	+0.36
Wide Range Arithmetic	3.9-5.8				
Pre-instructional Tests					
Informal Reading Inventory					
Instructional level	1-3	1-7	1.43	3.86	+2.43
Spelling Inventory					
Instructional level	0-4	0-6	1.71	2.71	+1.00
Stanford Achievement Test					
Paragraph Meaning	2.1-5.5	3.1-7.3	4.47	5.25	+0.78
Word Meaning	3.1-6.8	2.6-8.2	4.58	5.08	+0.50
Average Reading	2.6-6.2	2.9-7.8	4.57	5.22	+0.65

*Achievement test results computed for trainees showing complete pre-post test data only. Total N varies according to results available.

V. Results

Based upon the foregoing observations and the data reported in Tables I, II, III, and IV the following tentative conclusions seem pertinent to the problems under investigation in this pilot study.

*A1. The program as structured and presented was accepted by this population.

A2. At the outset all to whom the program was offered agreed to try it, although most appeared to have reservations about their enjoying it. Attendance was good throughout and there was a gradual improvement in attitude toward the class activities as the program continued. The only trainee who withdrew, also withdrew from the total Work Adjustment Program at the same time (Table I-DL). All expressed willingness to continue in such a program on a non-pay basis. However, without prior experience with such a program it is likely most would decline to become involved on a loss-of-pay basis.

A3. The success-oriented nature of the tasks presented seemed to result in lessening of resistance to books, reading, "drill work", and a classroom type of atmosphere.

A4. Some of the trainees voiced surface interest in continuing school activities and completing high school requirements. Those in the higher group could possibly be expected to sustain interest and participation long enough to accomplish this goal if the program were modified to meet their educational needs. For the lower group, although not impossible, such a goal seems impractical in view of the severe academic retardation present. However, for them a continuing program at an appropriate level is desirable and necessary if they are to be raised from the ranks of the illiterate.

A5. Changes in general attitudes as a whole do not seem possible within such a brief period of training. However, many of the group and individual responses to ideas discussed in the class sessions certainly indicate that these attitudes may be amenable to change in a long-range re-educational program of this nature.

A6. Negative attitudes toward school-type activities and fear of failure in such activities appear to be the primary factors which adversely affect motivation for learning in this type of program. In this experimental project positive gains toward negating these attitudes were observed.

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*Letter and number refer to the problems under investigation as stated on pages 2 and 3 of this report.

In general, both group cultural attitudes and individual attitudes toward education tend to contaminate the initial class activities in such a program. Skill on the part of the instructor in establishing a working rapport with the individual members of the group and the group as a whole seems to be primarily responsible for any change in such attitudes.

B1a. The standardized test instruments gave evidence of minimal gains in reading. However, informal testing procedures reflect substantial gains in word recognition, spelling and comprehension abilities. No objective measures of improvement in arithmetic computational skills were obtained.

B1b. Subjective impressions gained through observation during the course of this experiment indicate that the trainees made substantial improvement in communication abilities. Listening abilities were enhanced as measured by increased attention span and improvement in the ability to follow directions. Transfer of new auditory discrimination skills to the reading process was frequently observed. Increased interest in reading and writing was noted as the sessions continued. To what extent these skills may be further transferred to the work and home environment can only be ascertained through further experimentation.

B2. Experience in this program indicates that daily sessions of one hour each would be more profitable, especially in view of the short duration of the total program. It would also seem wise to investigate the possibility of extending this type of program to on-the-job training or as an evening program after trainees leave the Center and are placed in vocational opportunities appropriate for their training and experience.

B3. The group size employed in this experiment appeared to be manageable in such a program. However, room size and facilities were limited. Perhaps as many as ten could be handled satisfactorily under more favorable conditions, provided they were "advanced learners" as in Group A. For the more seriously educationally retarded, five to seven in a group would appear maximal.

B4. The instructor in this experiment is of the opinion that a continuing, flexible-type program would have many advantages over a fixed program planned for a specific group over a specified interval of time. New trainees entering a program on a staggered basis, where working attitudes and procedures have already been established, may adjust more readily to the class setting and thus begin to profit more quickly from class activities. Also, where some independent work skills have already been acquired by part of the group, the instructor can find more time for individual work with a new member to aid him in making this initial adjustment and to insure that the beginning activities are successful ones for the trainee.

B5. The most effective activities in this experiment were those which related most closely to (a) the experience and cultural background of the individual members of the group, (b) the vocational training tasks currently being executed by the trainees in the Work Adjustment Center, and (c) enhancing the trainees' understanding of such things as Social Security, Income taxes and the witholding of pay for City and Federal purposes. At this stage of their development few members of this population appear to be able to recognize such a long-range goal as learning something new merely for the sake of self-improvement. The more practical and pragmatic tasks had the greater appeal.

B6. The most effective materials were the experience records, developed on a group or individual basis employing the trainees' own language and concepts, typed and read for instructional purposes. However, it is felt that the book-type materials would eventually have greater appeal if the total program could be extended over a longer period of time to allow for the greater enrichment of skills and the growth of a more mature attitude toward learning.

C1. At least for the present, all staff members will need to be thoroughly trained in remedial reading techniques and psychological in their orientation. Knowledge of the group dynamics inherent in such a program appears paramount.

C2. Whether untrained persons could be utilized as assistants to well trained instructors in this type of program can only be determined through try-out in future sessions. It is possible that socially oriented persons experienced in handling the defensively aggressive behavior of many of the members of this population may become valuable members of the instructional team.

Gerald Schatz
Instructor

Roy A. Kress
Reading Consultant

Who Am I ? EXHIBIT A

(Walter K.)
June 3, 1964

I was born in Philadelphia. I don't live where I was born, but I did live there for 13 years. Then we moved uptown.

When I was about 14 I moved down by Hankins. He started me in gang war and stuff like that. I never did those kind of things before. In a way it was fun sometimes, but it was dangerous. It was fun running up and down the streets hollering making noise and the cops chasing you. You could get killed out there. Somebody might have a gun to shoot in the crowd that you are with. You just might be the unlucky one to get it. It must be luck that I haven't been hurt.

EXHIBIT B

(Shirley J.)

I like to sew. I like to cook a lot of cakes, cookies and pies. I like to do hair. I like to go to my girlfriends house and cook chicken, macaroni salad and cali greens. I cook at my house too because my sisters and brothers really like my food. They tease me about the meal after they eat it all up. They say, "It's not fit for a dog."

I like to keep house. My mother goes out and asks me to keep the house. On Saturdays, I clean the house. Sometimes the lady upstairs comes down to keep me company.

Who Am I ? EXHIBIT C

(Cliff J.)

When I first started school, I went to Weidner Elementary School at 13th and Thompson Streets. I started in the kindergarten when I was 4½ years old. I left in the fourth grade to go to Harrison Elementary School to continue. All I can remember from elementary school is playing with the toys in the kindergarten. In the fourth grade I left Harrison to go to Stevens Elementary School on Spring Garden Street. I stayed there until I was in the fifth grade and I was transferred back to Harrison Elementary School to continue in the fifth grade. I was transferred because the area was beginning to develop with people and it would have been overcrowded so they sent me back to the other school. I graduated from Harrison Elementary School in 1958.

I went to Wanamaker Junior High School after a brief stay and started Fletcher Junior High School. They transferred me to Wanamaker because they had just built it for the people in that area. I graduated from there in 1952. I was a pretty bad student there and almost did not graduate. They almost suspended me because I had fought a teacher and I was acting up about the last five days of my stay there and almost didn't graduate. My art teacher over in Wanamaker hit me with a ruler and I got mad about it so we went to the bathroom to get one going. He threw a trash can at me and then when the trash can hit me, I fell over it. He hit me again and then all the teachers ran and grabbed me and took me to the office. When I came back from the office, he asked me if I had had enough in front of the class. I looked at him and said, "No you want to take it back out to the bathroom". He said, "Go ahead and do your work". I sat down and did my work for the rest of the day.

When I left Wanamaker, I went to Edison High School and I stayed there for about one term. It was a pretty nice high school. Only it was kind of old and dark inside. The principal, Dr. Clark, was kind of strict. Anytime you did something bad they sent you down to his office. He said that they had to have a board meeting. The board meeting was to take a big round paddle and hit you in the back with it.

EXHIBIT D - BREAKS

(William B.)
(Louise C.)
(Annie S)
(Cliff J.)

A break is a time when you are supposed to take a few minutes off from whatever you are doing. It's a time to take a smoke or stretch your legs or to talk to a pal or a friend among the other workers. If you want to, you can just sit down and read a book or relax.

A break gives you a rest from the monotony of work. For example, when you start dropping and fumbling over the spoons and miscount them, it gives you a chance to rest your nerves. You look forward to the break and when it comes you can rest from about two hours of work. After a break you come back fresh and ready to cope with those spoons and forks or whatever you happen to be doing that day. The only thing that spoils the break now is that you can't go outside and enjoy the sunshine.

In summary, a break means a time of rest, a time to set aside all work and sit back and relax. Here at JEVS, everybody gets together, they talk, joke, and just play around. When it is time to go back to work we are fresh and ready to start again.

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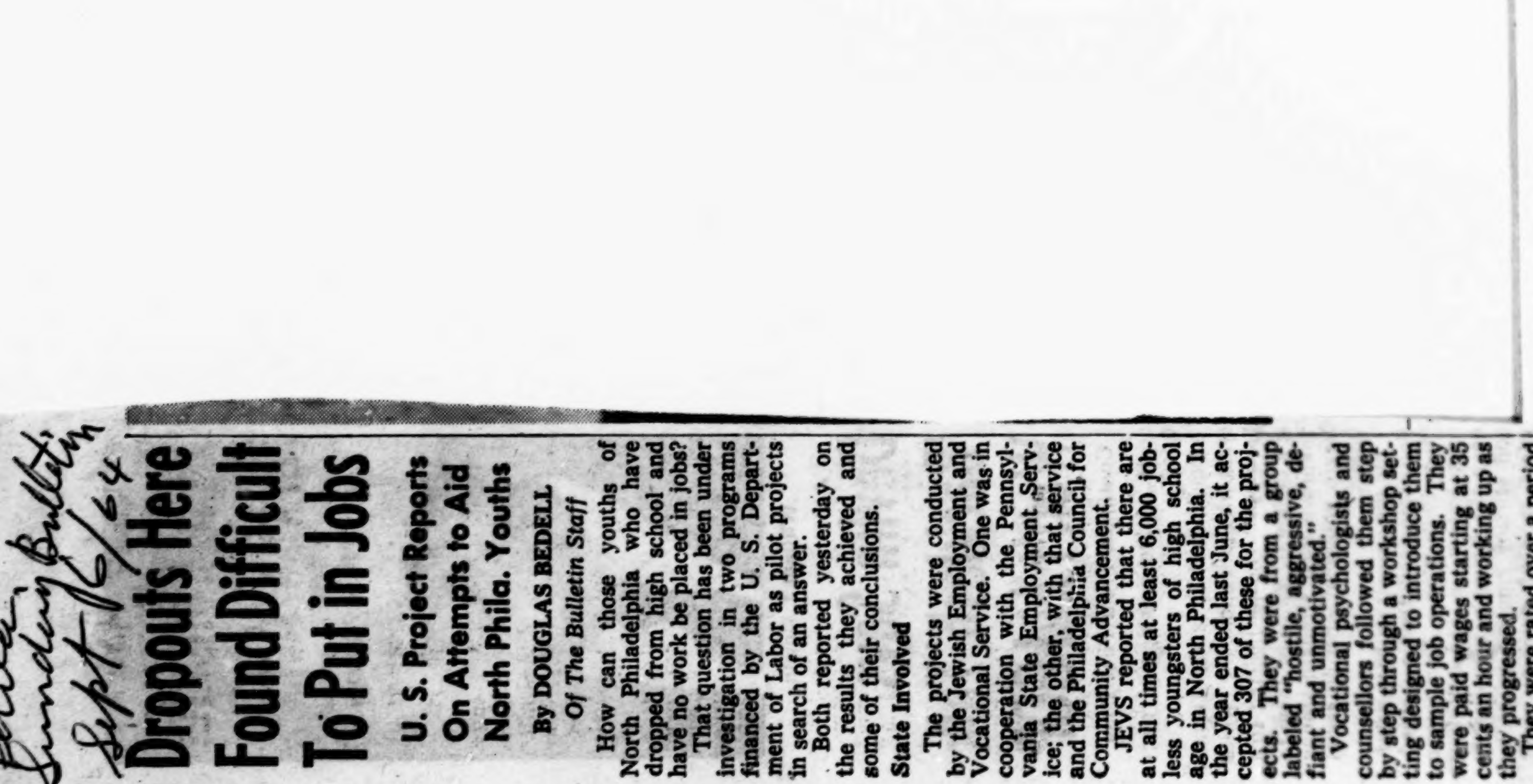

Sunday Bulletin
Sept 16/64

Dropouts Here Found Difficult To Put in Jobs

U. S. Project Reports On Attempts to Aid North Phila. Youths

By DOUGLAS BEDELL
Of The Bulletin Staff

How can those youths of North Philadelphia who have dropped from high school and have no work be placed in jobs?

That question has been under investigation in two programs financed by the U. S. Department of Labor as pilot projects in search of an answer.

Both reported yesterday on the results they achieved and some of their conclusions.

State Involved

The projects were conducted by the Jewish Employment and Vocational Service. One was in cooperation with the Pennsylvania State Employment Service; the other, with that service and the Philadelphia Council for Community Advancement.

JEVS reported that there are at all times at least 6,000 jobless youngsters of high school age in North Philadelphia. In the year ended last June, it accepted 307 of these for the projects. They were from a group labeled "hostile, aggressive, defiant and unmotivated."

Vocational psychologists and counsellors followed them step by step through a workshop setting designed to introduce them to sample job operations. They were paid wages starting at 35 cents an hour and working up as they progressed.

They were rated over a period